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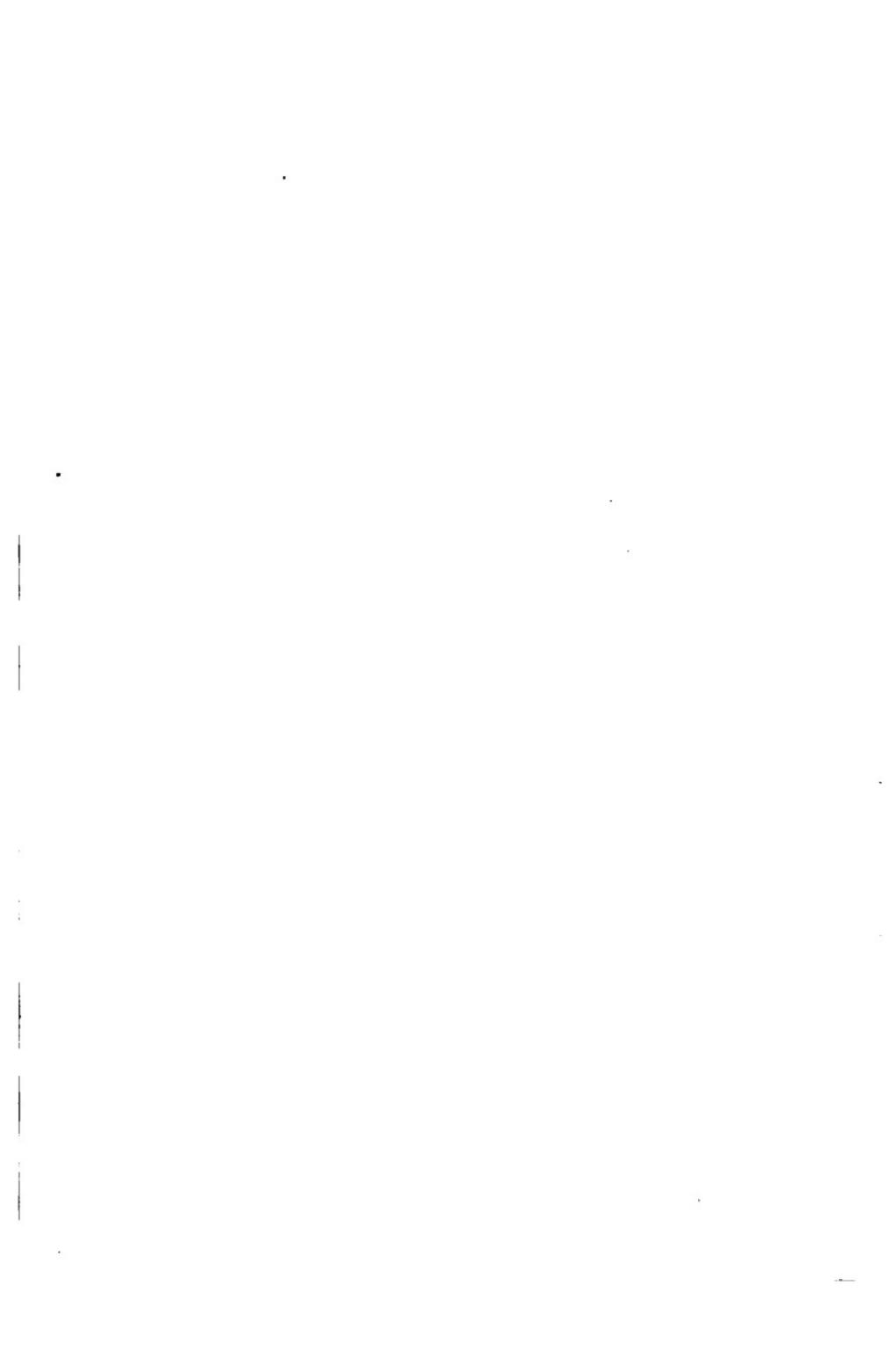


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THE CLEVELAND YEAR BOOK
1922

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The Cleveland Year Book

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THE CLEVELAND YEAR BOOK 1922

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The aim has been to make the book in fact a community Year Book, and this aim has been accomplished in so far as the book has become a spokesman for those who carry on the work and the life of the community. For this reason the editor makes no effort to acknowledge assistance from others than those who have submitted manuscript.

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FOREWORD

THE 1922 Year Book is the second in what is intended to be a series of annual summaries of events and progress in Cleveland. The reception given the 1921 Year Book has convinced the Foundation that there is a real need and a genuine demand for such a publication.

The Year Book is intended to be a handbook of material in summary and statistical form for professional and business people, officers of organizations, teachers, newspaper men, ministers, and social and political workers. As completely as possible in a condensed form it aims to serve all persons who need accurate and concise information concerning the city and its people. Over a series of years it will form a sort of continuous audit and permanent record of Cleveland's achievements in every department of organized life.

In highly controversial fields the work of the contributors has been restricted to a simple recital of events. In general, however, contributors themselves have determined to what degree to appraise the value to the community of the events described. Current surveys or studies of specific subjects are given special prominence in order to place in permanent form all definite contributions to the city's effort to know itself.

MILDRED CHADSEY
Editor of the Year Book

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CHAPTER I

CLEVELAND AS REVEALED BY THE 1920 CENSUS¹

CLEVELAND, in 1920 the Fifth City of the United States, was eighth in 1900 and sixth in 1910. Its rate of growth for 1900-1910 was 46.9 per cent., and for 1910-1920, 42.1 per cent., thus showing an approximately steady growth in the two most recent decades. Of the ten largest cities in 1920, the three largest have always surpassed Cleveland; one, Detroit, passed us in 1910-1920; and during these 20 years, Cleveland has passed St. Louis, Boston, Baltimore, and Pittsburgh.

It should be remembered, however, that the urban district of Cleveland, measured roughly by the county containing it, is seventh among such urban districts. Boston, the seventh city, includes in its metropolitan area two counties, Suffolk and Middlesex, with a combined population of 1,614,000. Pittsburgh, the ninth city, is in Allegheny County, which contained 1,186,000 persons in 1920 as compared to 943,000 in Cuyahoga County. Allegheny County is fourth among urban counties in the United States. Wayne County, containing Detroit, is very close to it, with 1,178,000.

¹ Text and tables in this chapter were prepared by C. E. Gehlke.

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**TABLE 1.—THE TEN LARGEST CITIES IN THE UNITED STATES IN 1920
WITH THEIR RANKS, POPULATION, AND PERCENTAGE OF INCREASE
ACCORDING TO THE CENSUS IN 1900, 1910, AND 1920**

	Rank			Population			Percentage of Growth	
	1900	1910	1920	1900	1910	1920	1900-1910	1910-1920
New York	1	1	1	3,437,202	4,766,883	5,620,048	38.7	17.9
Chicago	2	2	2	1,698,575	2,185,283	2,701,705	28.7	23.6
Philadelphia	3	3	3	1,293,697	1,549,008	1,823,779	19.7	17.7
Detroit	13	9	4	285,704	465,766	993,678	63.0	113.4
Cleveland	8	6	5	381,768	560,663	796,841	46.9	42.1
St. Louis	4	4	6	575,238	687,029	772,897	19.4	12.5
Boston	5	5	7	560,892	670,585	748,060	19.6	11.6
Baltimore	6	7	8	508,957	558,485	733,826	9.7	31.4
Pittsburgh	7	8	9	451,512	533,905	588,343	18.2	10.2
Los Angeles	36	17	10	102,479	319,198	576,673	211.5	80.7

THE COMPOSITION OF CLEVELAND'S POPULATION

Many facts of the city's life, such as disease and death rates, crime and delinquency, poverty and pauperism, are conditioned by age distribution.

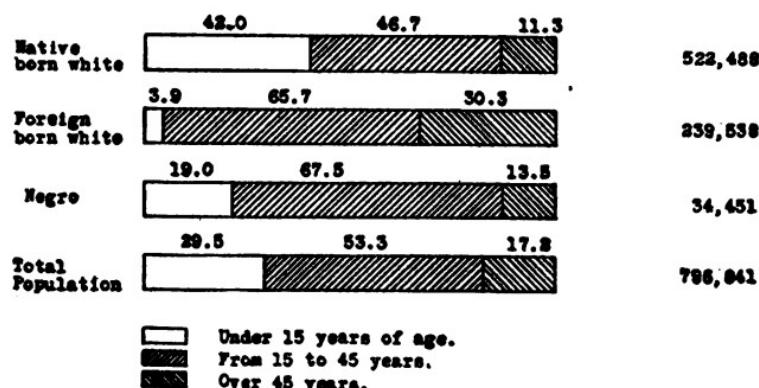


Diagram 1.—Percentage of population in three age groups

CLEVELAND AS REVEALED BY 1920 CENSUS

The small proportions of children in the foreign born and negro groups and the large proportions of persons over 20 years of age in the two groups is normal for a group of industrial immigrants. The sex distribution in Cleveland shows an excess of males amounting to almost 30,000. This excess is found almost wholly in the groups of the adult foreign born (27,000) and adult negro (3,000).

NATIVITY AND RACE

Cleveland is a cosmopolitan city. Twenty-nine different nationalities are found by the census each to have contributed at least 0.1 per cent. to the population, and still others are included in the 0.4 per cent. of "all others." White, black, yellow, and red are fellow residents.

A comparison with the other nine largest cities reveals Cleveland as a city of markedly foreign cast. It is seventh in the percentage of native born whites of native parentage; Pittsburgh, Chicago and New York, being lower in the scale. In the proportion of native born whites with one or both parents foreign born it is fourth, being exceeded by New York, Boston and Chicago. It is third in the ratio of foreign born whites to the total population, being preceded by Boston and New York and very closely followed by Chicago and Detroit. It is fifth in the proportion of its negroes; Baltimore, St. Louis, Philadelphia and Pittsburgh showing much higher percentages. Together the first and second generation of the immigrant groups constitute 69.0 per cent. of the total population.

Since 1900, and markedly since 1910, the "foreignness"

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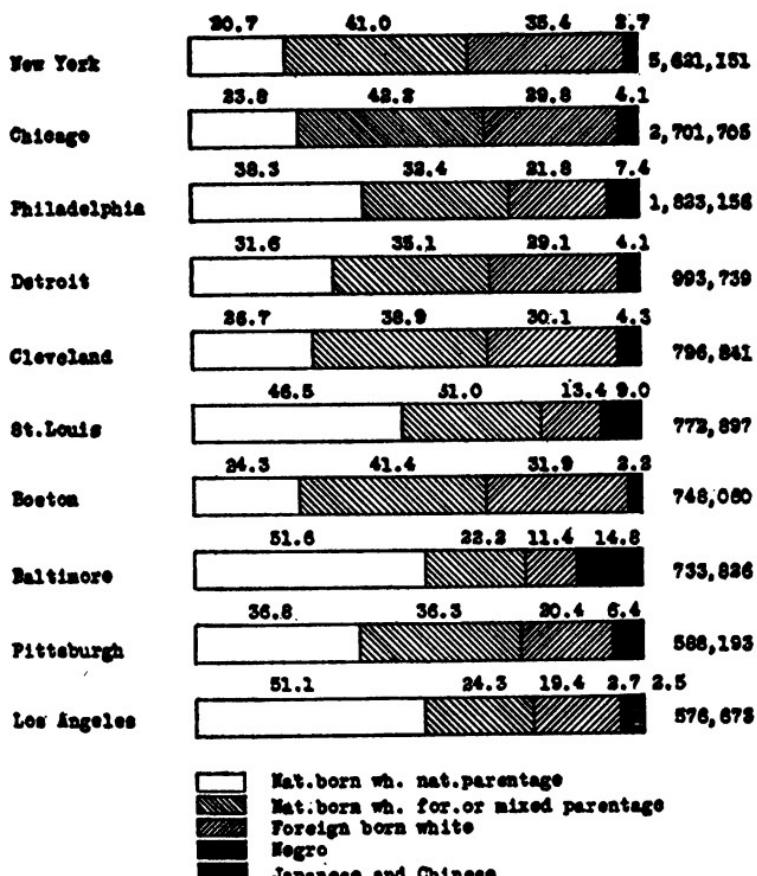


Diagram 2.—Percentage distribution of race and nativity groups in the 10 largest cities of the U. S., 1920

of our population has declined. This is shown in Diagram 3.

The decline of the foreign born and native born of foreign parents is due probably to the cessation of European immigration during the period 1914-1918; and the increase of

CLEVELAND AS REVEALED BY 1920 CENSUS

the negro population is ultimately due to the same cause, which brought large numbers of negro workers to the northern cities.

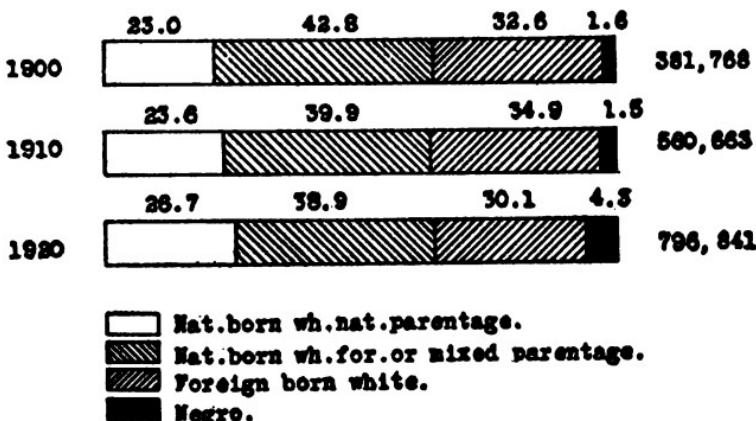


Diagram 3.—Percentage distribution of race and nativity groups in Cleveland, 1900, 1910, and 1920

The composition by nationality of the foreign born population of Cleveland has changed notably since 1900. It is not possible to trace all these changes, owing to the new classification of "countries of birth" in the 1920 census. This follows the new boundaries, so that "Prussian" Poles, "Russian" Poles and "Austrian" Poles are now classed as "Poles" and not as "Germans," "Russians" and "Austrians," as they were in 1910. Similarly the Bohemians and Slovaks are now classed as "Czecho-Slovaks."

In 1920 the ten leading foreign nationalities and their percentage ratios to the total foreign born population were as follows:

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Poles	14.6
Hungarians	12.4
Germans	11.1
Czecho-Slovaks	10.0
Russians	9.0
Italians	7.6
Jugo-Slavs	6.6
Austrians	6.4
English	4.6
Irish	4.0
Total	86.3

Of these ten the Germans, the English and the Irish represent the so-called "older" immigrant groups, that is, those from Western and Northern Europe. The so-called "newer" immigrant groups constitute 66.6 per cent. of all the foreign born in Cleveland.

In the cases of the British, Irish and Canadians the decline in the percentage since 1900 has been notable. The decline for Germans, Austrians and Russians is explained partly on the basis of the reorganization of boundaries after the war. In the case of the Poles, however, a marked increase is shown since 1900. Poles are listed as such, rather than as Germans, Austrians or Russians, as in the 1910 census. The Czecho-Slovaks are a smaller proportion than the Czechs (Bohemians) alone were in 1900.

An interesting comparison is that between Cleveland and the three principal suburbs, East Cleveland, Cleveland Heights and Lakewood.

Cleveland has a higher percentage of persons of foreign birth and foreign parentage than any of the three suburbs. Lakewood in this respect resembles Cleveland more than do the other two suburbs. Cleveland Heights has a higher

CLEVELAND AS REVEALED BY 1920 CENSUS

percentage of negroes than East Cleveland or Lakewood. Of the ten leading foreign nationalities in Cleveland, eight are among the first ten in Lakewood; seven among the first ten in Cleveland Heights, and six among the first ten in East Cleveland. Moreover the north and west Europeans are proportionally more numerous in the suburbs than in Cleveland, and conversely for the south and east Europeans.

TABLE 2.—COMPOSITION OF THE POPULATION IN CLEVELAND AND THE THREE PRINCIPAL SUBURBS

	Native Born White of Native Parentage	Native Born White of Foreign or Mixed Parentage	Foreign Born White	Negro
Cleveland	26.7	38.9	30.1	4.3
East Cleveland	55.2	30.2	14.1	0.5
Cleveland Heights	59.4	26.9	12.4	1.2
Lakewood	49.2	33.1	17.4	0.2

ILLITERACY

Illiteracy, "the inability of a person, ten years of age or over, to write any language, regardless of ability to read," is closely related to the nationality and race composition of the population.

Compared with the other cities named Cleveland shows to advantage in the class of the native white, with 0.2 per cent. of the population ten years and over illiterate; Boston has 0.1 per cent. and Chicago, Detroit and Los Angeles are tied with Cleveland. The others have a higher rate.

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The foreign born in Cleveland are 13.1 per cent. illiterate, as against 7.3 per cent. for Los Angeles, the lowest, and 14.9 per cent. for Pittsburgh, the highest. Cleveland is fourth in rank. The negroes of Cleveland have a percentage of 5.2. They are tied with the negroes of Pittsburgh, and are exceeded by those of St. Louis and Baltimore. In the latter city they have a percentage of 12.9, the highest shown. New York has the lowest ratio, 2.1 per cent.

TABLE 3.—PERCENTAGE OF PERSONS TEN YEARS OF AGE AND OVER WHO ARE ILLITERATE, BY RACE AND NATIVITY GROUPS

	Native Born White	Foreign Born White	Negro	Total Popu- lation
New York	0.3	13.8	2.1	6.2
Chicago	0.2	11.6	3.9	4.6
Philadelphia	0.3	12.8	4.6	4.0
Detroit	0.2	9.7	3.9	3.8
Cleveland	0.2	13.1	5.2	5.3
St. Louis	0.5	10.1	8.2	2.7
Boston	0.1	9.9	2.2	4.0
Baltimore	0.6	14.0	12.9	4.4
Pittsburgh	0.3	14.9	5.2	4.3
Los Angeles	0.2	7.3	4.3	2.0

In the past 20 years Cleveland's illiteracy percentage has changed slightly from 4.7 to 4.6. The proportion for the native white has changed from 0.3 per cent. to 0.2 per cent.; for the foreign born has risen from 10.5 per cent. to 13.1 per cent., and for the negroes has dropped from 9.8 per cent. to 5.2 per cent., though in 1910 it was still lower, being 4.1 per cent.

CLEVELAND AS REVEALED BY 1920 CENSUS

Comparison of Cleveland with the suburbs shows that each of these three classes of the population is most illiterate in Cleveland.

TABLE 4.—PERCENTAGE OF ILLITERACY IN CLEVELAND AND THE THREE PRINCIPAL SUBURBS

	Native Born White	Foreign Born White	Negro	Total Popu- lation
Cleveland	0.2	13.1	5.2	4.6
East Cleveland	0.1	2.7	1.6	0.3
Cleveland Heights	0.1	2.5	1.1	0.4
Lakewood	0.1	7.1	..	1.7

SCHOOL ATTENDANCE

Of the ten largest cities, Cleveland leads in the percentage, 96.2, of those 7-13 years old who are attending school. Only Los Angeles surpasses Cleveland in the 14-15 year group, having a percentage of 90.4 per cent. as against 88.8. In the 16-17 year old group, Los Angeles and Boston lead us with 54.0 per cent. and 43.2 per cent. respectively, compared with 37.3 per cent. for Cleveland. Los Angeles, Boston and Pittsburgh surpass us in the percentage of those 18-20 years old, having respectively 20.9 per cent., 15.2 per cent. and 12.7 per cent., as against our 11.6 per cent. If one considers the fact that Los Angeles is second in the percentage of the native born of native parents, ninth in native born of foreign or mixed parentage, and eighth in foreign born, these figures give Cleveland an enviable posi-

tion. Boston, however, surpasses us in school attendance in the higher age groups, in spite of a relatively disadvantageous composition of its population.

TABLE 5.—PERCENTAGE OF PERSONS ATTENDING SCHOOL IN THE TEN LARGEST CITIES, BY AGE GROUPS, 1920

	7-13	14-15	16-17	18-20
New York	93.7	78.1	27.0	8.8
Chicago	93.9	72.6	29.1	9.8
Philadelphia	94.0	84.6	30.1	8.7
Detroit	94.7	88.2	31.9	8.1
Cleveland	96.2	88.8	37.3	11.6
St. Louis	94.8	71.9	28.3	10.0
Boston	94.7	83.4	43.2	15.2
Baltimore	96.1	68.8	25.8	9.1
Pittsburgh	94.5	85.5	36.8	12.7
Los Angeles	95.0	90.4	54.0	20.8

No comparisons can be made between Cleveland in 1920 and in 1910 and 1900, because of the different age groups used in these two earlier census reports.

Nothing shows the economic and social selection which characterizes the population of our suburbs so well as does a comparison of school attendance by age groups.

A comparison of these figures with those given above on nationality composition, and on illiteracy, and those to follow on housing, suggests the close correlation of economic conditions with nativity, and with the length of the average educational period. In each of these age groups Lakewood here, as above, shows a greater resemblance to Cleveland than do the other two suburbs.

CLEVELAND AS REVEALED BY 1920 CENSUS

TABLE 6.—PERCENTAGE ATTENDING SCHOOL IN EACH AGE GROUP IN CLEVELAND AND THE THREE PRINCIPAL SUBURBS

	Age			
	7-13	14-15	16-17	18-20
Cleveland	96.2	88.2	37.3	11.6
East Cleveland	97.5	94.8	64.8	29.9
Cleveland Heights	97.7	94.6	71.2	45.0
Lakewood	96.8	93.0	58.1	28.6

THE AVERAGE NUMBER OF FAMILIES PER DWELLING

An approximation to a measure of the congestion of population in cities is found in the figures giving the average number of families per dwelling.

Only New York, Chicago, and Boston show a larger figure than Cleveland. It must always be kept in mind that cities are not homogeneous in respect to housing; various sections show different degrees of congestion. For example, the 26 wards of Cleveland in 1920 show a range from 1.2 to 2.3 families per dwelling. Likewise Manhattan Borough in New York City has almost 7 families per dwelling, though the average for the whole city is only half of that. Perhaps it would be better to call this figure a rough measure of the use of multiple dwellings, and of the size of these dwellings. The figures for Cleveland in 1900 and 1910 are 1.3 and 1.4 respectively, showing what is well known, that Cleveland is becoming more crowded from decade to decade. Lakewood and Cleveland Heights in

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1920 had a figure of 1.2 and East Cleveland of 1.3, which points to a greater use of apartment houses in the latter suburb than in the other two.

TABLE 7.—NUMBER OF FAMILIES PER DWELLING IN THE TEN LARGEST CITIES OF THE UNITED STATES

	Number of Families Per Dwelling	Rank in Families Per Dwelling	Rank in Population
New York	3.5	1	1
Chicago	1.9	3	2
Philadelphia	1.1	8	3
Detroit	1.4	5	4
Cleveland	1.6	4	5
St. Louis	1.6	4	6
Boston	2.1	2	7
Baltimore	1.2	7	8
Pittsburgh	1.4	5	9
Los Angeles	1.3	6	10

The 1920 census reported that 273,715 males (83.2 per cent.) ten years of age and over and 73,528 females (24.5 per cent.) ten years of age and over as gainfully employed. Of every 100 persons gainfully employed in 1920, 79 were males and 21 were females, as compared with 78 males and 22 females in 1910.

Of the 50 occupations listed in 1920 only ten were carried on by 5,000 or more persons. These ten, however, were practised by 32.2 per cent. of all the males and 46.4 per cent. of all the females. Certain facts about these occupations are given in Table 8.

CLEVELAND AS REVEALED BY 1920 CENSUS

TABLE 8.—THE NUMBER OF PERSONS ENGAGED IN THE TEN OCCUPATIONS NUMERICALLY MOST IMPORTANT IN CLEVELAND IN 1920, COMPARED WITH THE SAME OCCUPATIONS IN 1910

	1920		1910	
	Male	Female	Male	Female
1. Machinists, millwrights and toolmakers	23,648	..	11,558	1
2. Clerks, except in stores	14,642	7,214	7,464	1,471
3. Salesmen and saleswomen	9,546	4,782	5,647	2,891
4. Retail dealers	10,667	949	8,813	793
5. Servants and waiters	3,028	7,799	1,953	8,526
6. Carpenters	9,510	3	6,383	..
7. Stenographers and typewriters	481	8,456	671	4,067
8. Bookkeepers, cashiers and accountants	4,395	4,291	3,500	2,214
9. Blast furnaces and steel mills (laborers)	7,133	72	5,199	30
10. Foremen and overseers in manufacturing establishments	5,069	517	2,347	355
Total	88,119	34,110	53,535	20,348

Among the occupations of males, the first, second, and tenth approximately doubled from 1910 to 1920; while stenographers and typewriters were reduced by about 30 per cent. The remainder increased by proportions varying from 25 to 70 per cent. In the occupations for females the greatest increase is in clerical work, the number employed increasing almost five-fold. The seventh and eighth classes doubled approximately. Only in the fifth class, servants

and waiters, is there a decline. This may reflect the prosperity enjoyed at the beginning of 1920, when sufficient wages were paid to allow a larger percentage of women to remain at home; or it may be due to the high wages paid women in other kinds of gainful occupations. For all ten occupations the two sexes gained almost identically: males 65 per cent. and females 68 per cent.

In each hundred persons engaged in these ten occupations in 1920, 72 were males and 28 females. These figures differ by less than one from those of 1910, but they differ more markedly from the proportions of the two sexes in all occupations in those two years. The proportions of males to total engaged in these occupations has remained sensibly constant in the period 1910-1920 in the case of the first, third, fourth, sixth, ninth, tenth. It rose, however, from 19 per cent. to 28 per cent. in the servant and waiter group, declined from 14 to 5 per cent. in the stenographer and typewriter group, and declined from 61 to 51 per cent. in the bookkeeper group.

The numbers engaged in certain professions are shown in Table 9.¹

Apparently the legal profession and nursing are growing and the medical profession remaining stationary; the decline in the number and proportions of women in medicine, men in nursing, and the sharp increase in women in law are the other noteworthy facts.

¹ These figures are from a "newpaper release" of Feb. 8, 1922, and may be subject to correction in the final publications on occupations. The absence of ministers of religion from the total seems to indicate its incompleteness.

CLEVELAND AS REVEALED BY 1920 CENSUS

TABLE 9.—THE NUMBER OF PERSONS ENGAGED IN THREE IMPORTANT PROFESSIONS IN CLEVELAND IN 1920, COMPARED WITH THE SAME PROFESSIONS IN 1910

	1920		1910	
	Male	Female	Male	Female
Lawyers, judges and justices	977	20	826	3
Physicians and surgeons	881	53	891	69
Trained nurses	49	1268	74	740

HOME OWNERSHIP IN CLEVELAND

Table 10 reveals no important change in conditions of home ownership since 1910. The percentage of homes owned by their occupants declined but slightly, from 35.2 to 35.1; the change from 1900 to 1910 was much greater, from 37.4 to 35.2. Among the first ten cities Cleveland is fourth in percentage of homes owned, being exceeded by Baltimore, Philadelphia and Detroit. Six of them show an increase of homes owned ranging from 0.3 to 12.9 per cent. Of the four showing a decline, Cleveland, Detroit, Los Angeles and St. Louis, the first three grew more rapidly during the decade 1910–1920 than any other of the ten largest cities. (See Table 1.)

With respect to the percentage owned free from encumbrances a different situation is revealed. Only two cities, Baltimore and Philadelphia, show an increase; seven of those remaining declined and one remained stationary. Baltimore and Philadelphia were also the two showing the largest growth in percentage of homes owned.

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TABLE 10.—PERCENTAGE OF HOMES RENTED AND OWNED, FREE FROM ENCUMBRANCES, IN THE 10 LARGEST CITIES OF THE UNITED STATES, 1900, 1910, AND 1920

		Per Cent. of All Homes			
		Rented	Owned	Owned Free	Owned Encumbered
1. New York	1900	87.9	12.1	5.1	7.0
	1910	88.3	11.7	3.5	8.2
	1920	87.3	12.7	2.7	10.0
2. Chicago	1900	74.0	25.1	11.8	13.2
	1910	73.8	26.2	12.0	14.2
	1920	73.0	27.0	9.8	17.2
3. Philadelphia	1900	77.9	22.1	12.1	10.0
	1910	73.4	26.6	11.6	15.0
	1920	60.5	39.5	11.8	27.7
4. Detroit	1900	60.9	39.1	22.4	16.6
	1910	58.8	41.2	21.2	19.9
	1920	61.7	38.3	14.9	23.4
5. Cleveland	1900	62.6	37.4	21.3	16.1
	1910	64.8	35.2	17.7	17.5
	1920	64.9	35.1	14.4	20.7
6. St. Louis	1900	77.2	22.8	14.2	8.6
	1910	75.0	25.0	14.8	10.1
	1920	76.2	23.8	13.1	10.7
7. Boston	1900	81.1	18.9	9.2	9.6
	1910	82.9	17.1	7.7	9.3
	1920	81.5	18.5	6.3	12.3
8. Baltimore	1900	72.1	27.9	20.5	7.4
	1910	66.3	33.7	23.9	9.8
	1920	53.7	46.3	24.9	21.4
9. Pittsburgh	1900	73.3	26.7	15.5	11.2
	1910	72.0	28.0	15.2	12.7
	1920	71.7	28.3	15.2	13.1
10. Los Angeles	1900	55.9	44.1	27.1	17.0
	1910	55.3	44.7	22.7	22.0
	1920	65.3	34.7	18.3	16.4

CHAPTER II

CITY GOVERNMENT

THE ADOPTION OF THE CHARTER AMENDMENT

CLEVELAND arrested the attention of the entire country last fall by adopting the *manager plan of municipal government* in combination with a council elected by *proportional representation*. No city within a half a million of the population of Cleveland has ever tried the manager plan, and no American city within three-quarters of a million of Cleveland's population has ever tried proportional representation. Thus it is obvious that the people of Cleveland have set the stage for the most significant experiment in American municipal history.

For so important an event the adoption of this charter amendment made surprisingly little stir. The amendment was proposed by initiative petition presented by a committee of citizens, known as the Committee of One Hundred, which represented a large number of civic, business, and professional organizations. The amendment was drafted by Professor A. R. Hatton, of Western Reserve University, vice-chairman and chief of staff of the Committee of One Hundred. Dr. Hatton is known throughout the United States as charter consultant and draftsman for the National Municipal League, and this amendment derives a great deal from his extensive experience with municipal problems and conditions in all parts of the country.

A POPULAR REVOLT AGAINST MACHINE POLITICS

It was the first intention of the petitioners to bring up the proposal at a special election, so that the amendment, if adopted, might be put into operation in 1922. But this plan was frustrated by the filibustering of the board of elections in counting and verifying the signatures to the petition, and this resulted in the withdrawal of the first petition and the filing of a second one so checked and verified as to forestall official chicanery, but too late for a special election. The issue was therefore joined in the general election along with the mayoralty contest, the councilmanic elections, the judicial elections, and the issues on submitted questions. This doubtless accounts for the failure of the manager amendment to capture the headlines and stir up a lot of noise. In a campaign enlivened by the Hubbell-Hinchliffe embroilment and the baiting of the East Ohio Gas Co., there could be no place in the sun of publicity for a prosaic charter amendment. This, however, should not be allowed to obscure the fact that the manager amendment was carried to success by a genuine people's movement, the more remarkable because it did not have to be evoked by the beating of the tom-toms or the "jazzing" of public opinion. No other explanation will account for the victory of the amendment by a majority of 19,684 against the combined opposition of organized politics in both parties, the Chamber of Commerce, the City Federation of Labor, the News, and the Plain Dealer. The efforts of the Committee of One Hundred and the excellent work of the Cleveland Press in behalf of the amendment are not

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to be discounted in the least, but the plain fact is that it was the almost spontaneous revolt of the people against the habitual use of the executive service of the city for the advantage of organized politics.

SALIENT FEATURES OF NEW CHARTER

The charter of Cleveland as amended to become effective January 1, 1924, possesses two features of commanding interest: (1) the substitution of a manager appointed by the council for the elected mayor as head of the executive service of the city, and (2) the election of the members of the council by the Hare system of proportional representation.

BASIC PRINCIPLES OF THE MANAGER PLAN

1. The people do not have the opportunity of choosing men of executive ability and electing mayors who possess it.
2. Trained and experienced executives of the type needed as the administrative head of a city are seldom good candidates and rarely aspire to elective office.
3. A mayor elected for a fixed term is, despite the possibility of recall, practically independent of the people during that period.
4. An elected mayor must be a politician, and as such he will inevitably use his position as executive head to strengthen his party and thus will introduce politics into the executive branch of the government.
5. The system of checks and balances produces neither responsibility nor efficiency in government.
6. Concentration of power and responsibility in the council tends to improve the quality of its members and

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imposing upon the council the obligation of choosing a manager and delegating to him complete responsibility for the administrative services tends to:

- a. Keep the council within its proper sphere.
- b. Attract men of high executive ability to the service of the city as manager.

STRUCTURE OF THE NEW GOVERNMENT

With reference to the manager feature, the amended charter of Cleveland provides that the legislative and executive powers of the city, except the legislative powers reserved to the people, shall be vested in a council of 25 members, but that the council shall exercise its executive powers through a city manager, who shall be the chief executive officer of the city. The manager is made responsible to the council alone for the proper administration of the affairs committed to him; and to fix this responsibility the manager is given power to appoint all heads of departments and other administrative agencies without dictation or interference by the council, and power to remove such appointees at will. The council can deal with the administrative service of the city only through the city manager. The charter places no restrictions upon the council in the choosing of the manager except that it may not select one of its own members. The council may go anywhere and pay any salary necessary to obtain a manager big enough for the job, but it may not appoint the manager for a fixed term and may remove him at any time. Thus responsibility is absolutely centered upon the council for the efficient administration of the affairs of the

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city, but the council can discharge that responsibility only through the manager. (For a graphic representation see Diagram 4.)

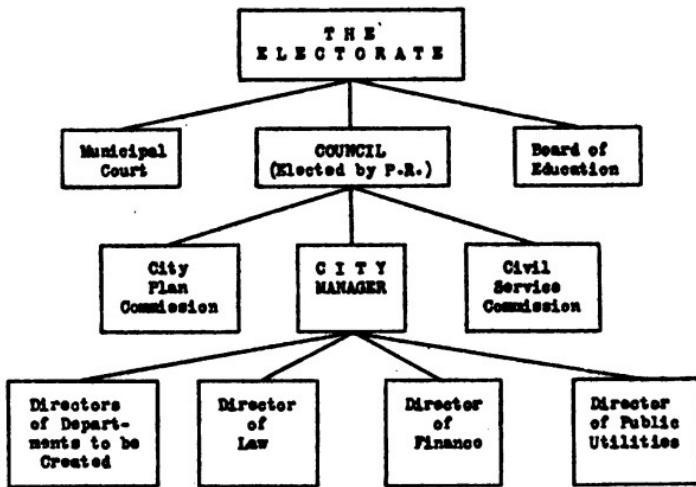


Diagram 4.—The City Manager Plan

DUTIES OF THE MANAGER

The duties of the manager are prescribed in general terms as follows: "to act as chief conservator of the peace within the city; to supervise the administration of the affairs of the city; to see that the ordinances of the city and the laws of the state are enforced; to make such recommendations to the council concerning the affairs of the city as may seem to him desirable; to keep the council advised of the financial condition and future needs of the city; to prepare and submit to the council the annual budget estimate; to prepare and submit to the council such reports

as may be required by that body; and to perform such other duties as may be prescribed by this charter or be required of him by ordinance or resolution of the council." The manager is entitled to be present at council meetings and participate in discussions, but does not have the right to vote; and the same rule applies to heads of departments and such other officers as the council may designate.

The charter creates a department of law, a department of finance, and a department of public utilities, and leaves the council to create such other departments as it may deem necessary or expedient. There is a director at the head of each department who is responsible solely to the manager for the conduct of the department. A unique feature of the charter is that the director of each department may, with the approval of the manager, appoint a board of citizens to act in an advisory capacity to the department or any division thereof. So far as is known this is the first charter in American municipal history to attempt to temper departmental bureaucracy with the advice and counsel of private citizens.

PROPORTIONAL REPRESENTATION

The vast majority of the American people are not as yet familiar with proportional representation. American experience with this plan of election has been confined to the cities of Ashtabula, Sacramento, and Kalamazoo, the plan having been overthrown in the latter city on constitutional grounds. It is provided in the Cleveland charter amendment that for the purpose of electing members of the council the city shall be divided into districts, each district

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to elect not less than five nor more than nine members of the council, the actual number to be determined on the basis of the relative population of the respective districts. For the first election, and until the council shall establish districts, four districts are set up, electing seven, five, six and seven members respectively.

PROPORTIONAL REPRESENTATION BALLOT

Nominations for the council in each district are made by the petition method. The departure from the existing system begins with the process of voting. Instead of having a ballot with three columns for voting first, second, and other choices, as under the present "Mary Ann" ballot, a very much simpler ballot is provided. (See Diagram 5.) The names of the candidates in each district are listed on the ballot in rotation as required by the charter, and opposite each name is a blank space for the marking. In this space the voter simply makes the figures 1, 2, 3, etc., to indicate the order of his preference for the candidates. Should the force of habit be too strong and the voter mark the ballot with a cross instead of the numerals, the cross is considered equivalent to the figure 1; but if the voter has marked the cross after more than one name, it would be impossible to ascertain his first or alternative choices, and therefore the ballot would have to be considered invalid.

The counting of the ballots is in reality a simple operation, and there are few people who have had the opportunity to observe the process in operation who have failed to understand it. The best way, perhaps, to get an idea how proportional representation works is to compare

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it with things with which we are familiar. The basis of the scheme of representation under the old charter is the assumption that each voter is entitled to have

REGULAR CITY ELECTION	
District.....	
November....., 19....	
Directions to Voters	
Put the figure 1 opposite the name of your first choice. If you want to express also second, third and other choices, do so by putting the figure 2 opposite the name of your second choice, the figure 3 opposite the name of your third choice, and so on. In this way you may express as many choices as you please. The more choices you express, the surer you are to make your ballot count for one of the candidates you favor.	
This ballot will not be counted for your second choice, unless it is found that it cannot help your first choice; it will not be counted for your third choice unless it is found that it cannot help either your first or your second, etc.	
A ballot is spoiled if the figure 1 is put opposite more than one name. If you spoil this ballot, tear it across once, return it to the election officer in charge of the ballots, and get another one from him.	
.....
.....
.....
.....

Diagram 5.—Proportional representation ballot

one representative in the council, and to that end the city has been divided into wards, the voters in each ward being entitled to elect one councilman. There has been no thought that each voter should be entitled to vote for all

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councilmen or to participate in the election of more than one councilman. Hence the electorate has been arbitrarily divided into groups on a territorial basis and the voting power of each individual for membership in the council confined to the election of the single member for his district or ward. But on account of the fact that in a three-cornered contest a minority of the voters of a ward may elect the councilman, and also on account of the fact that in a two-sided contest a minority almost equal to half of the voters of the ward might be left without representation, the preferential or "Mary Ann" ballot has been introduced. Under this form of voting the voter may express a first, a second, and other choices, and the rule is that no candidate may be elected on first choices unless he has an absolute majority of all of the votes cast. If no candidate has such a majority, the second choice votes are counted, and no candidate may be elected unless he has a clear majority of first and second choices. In the event of no election on the count of second choices, the other choices are counted, and the candidate having a plurality of all choices is declared elected. Whether the "Mary Ann" ballot has accomplished what was expected of it need not be discussed here. It is sufficient to say that it is open to grave objections, and that one of the most prominent of these is the fact that the second and other choices expressed by the voter may be used to defeat his first choice.

Proportional representation also proceeds on the assumption that each voter should be entitled to have one representative in the council, but that he should be represented in accordance with the way he thinks instead of in accord-

ance with the place where he resides. In order to realize this principle, proportional representation combines the plural-member district with a scheme of multiple voting in such a way that each voter is practically sure of having one representative in the council. The voter marks his ballot as outlined above. The ballot is first counted for his first choice candidate, but if it is discovered that it cannot help elect his first choice, it will be transferred to his second choice; and if it cannot help his second choice, it will be transferred to his third choice, and so on. But his second choice cannot defeat his first choice because it is not counted until his first choice is either elected or eliminated from the race; and so with the third choice in relation to the second, and all other choices in relation to prior choices. In short, the voter may be absolutely certain when he marks his ballot that if the candidate of his first preference has any chance at all of being elected his vote will help that candidate, and that if his vote cannot help that candidate it will be used to help the candidate of his second preference, and so on in the order of the preferences that the voter may express.

As a result of the application of proportional representation the people who voted for the charter amendment expect Cleveland to get the ablest and most truly representative council in the history of the city—a council that will be a perfect mirror of public opinion and that will be peculiarly sensitive to its responsibilities and obligations. Such a council, it is believed, will give Cleveland a manager of the very highest order of executive ability and experience, and will see to it that this manager gives the city the most

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economical and efficient administration that any American city has ever had. But more than that, it is believed that the council elected on the new plan will attract men of statesmanship and vision who will devote themselves to making Cleveland a cleaner, happier, more wholesome, and more prosperous place for people to dwell, work, and play together.

With the exception of these two major features the charter amendment follows the old charter provisions rather closely, but there are numerous places where changes have been made to bring the charter into accord with the new form of government or to correct some obvious defect.

THE MAYORALTY ELECTION

Seven Candidates and the "Mary Ann" Ballot.—The mayoralty election of 1921 was one of the most dramatic Cleveland has ever experienced. Seven candidates appeared in the field, and under the "Mary Ann" ballot this meant that almost any result was possible. Mayor Fitzgerald stood for reëlection and was endorsed by the Republican organization of the city; Edmund B. Haserodt, retiring county clerk, was endorsed by the Democratic organization; Fred Brown stood as the candidate of the Socialist party; and Fred Kohler, J. R. Hinchliffe, J. J. Boyle and C. H. Hubbell ran as independents. The race quickly narrowed down to Fitzgerald, Haserodt, Hinchliffe, and Kohler. Fitzgerald asked for reëlection on the basis of his record and his promise to save the 35-cent gas rate for the city; Haserodt stood as the heir of Tom Johnson and the Johnsonian tradition; Hinchliffe offered himself as a busi-

ness man's candidate and promised the introduction of business methods into the government of the city; and Kohler ran without any platform and made no pledges. There has never been a more unique campaign in Cleveland than that conducted by Fred Kohler in 1921. He played the rôle of a sphinx. He made no speeches and issued no pronunciamentoes. He refused to commit himself categorically on any question and made only one promise—that he would clean up the city and give it the best administration it had ever enjoyed. He did not defend his past and made no reply to attacks upon him. No meetings were held in his behalf and no newspaper took up the cudgels for him. His only effort to reach the voters was by paid advertising and his now famous house-to-house canvass.

FRED KOHLER IS ELECTED MAYOR

Owing to the operation of the "Mary Ann" ballot the election was a close one, but the result was never in doubt. Kohler's gumshoe campaign was a winner. He led the field on first choice votes by a comfortable plurality. The counting of the second choice votes did not give him the majority necessary for election, but neither did it cut down his lead. The counting of the third choice votes gave him an easy plurality of the all-choice votes and consequently the election.

Mr. Kohler has taken office without any partisan obligations and without any known pledges to fulfill. In the appointment of his cabinet he has, so far as is known, followed his personal judgment alone. In selecting his director of law he chose a man who had been endorsed by the bar

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association, but what weight he attached to this endorsement has not been revealed. The other appointments appear to be personal choices beyond any doubt. The advent of the Kohler administration was marked by the dismissal of several hundred city hall employes and a sharp reduction of rates of compensation. The initial difficulties of the administration hinge upon questions of financial policy, and these are discussed in another section of this chapter.

OTHER ELECTION ISSUES

Other issues of the November election were the election of councilmen in the 32 wards of the city, the election of a chief justice and three associate justices of the municipal court, and the election of four members of the board of education, the vote on the issuance of library bonds and of jail bonds. The councilmanic election resulted in the returning of 20 Republicans and 12 Democrats to the city council. The judicial election resulted in the reëlection of Chief Justice Dempsey, in the reëlection of Judges Stevens and Selzer, and in the election of A. R. Corlett over Judge Howells, who was a candidate for reëlection. The contest with regard to the board of education was between candidates standing for maintaining existing policies and a faction which opposed these policies. The former won without difficulty. The library bonds carried by a majority of 20,754, while the jail bonds were defeated by the huge majority of 75,961. Three amendments to the state constitution were also voted upon, but these are not of local interest or application.

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TABLE 11.—1921 ELECTION FIGURES

	First Choice	Second Choice	Third Choice	All Choices
Mayor				
Kohler	52,323	7,677	2,246	62,226
Fitzgerald	45,268	8,721	3,453	57,442
Haserodt	27,043	8,690	3,714	39,447
Hinchliffe	18,276	8,325	3,981	30,582
Boyle	3,873	3,869	2,375	10,117
Brown	3,032	2,401	1,785	7,218
Hubbell	640	2,554	2,067	5,261
Board of Education				
Brewer	..	..	81,762	..
Davis	..	..	58,761	..
Horn	..	..	61,185	..
Reely	..	..	23,459	..
Ruetenik	..	..	47,182	..
Williams	..	..	73,925	..
Wiswell	..	..	27,230	..
Young	..	..	48,042	..
Chief Justice of Municipal Court				
Frank S. Carpenter	..	..	26,182	..
John P. Dempsey	..	..	63,586	..
Samuel H. Silbert	..	..	42,121	..

Judges Municipal Court		Jail Bonds	
Selzer	57,151	For	46,693
Stevens	45,727	Against	121,554
Corlett	45,217		
Howells	40,984	Soldiers' Bonus	
Sweeney	39,594	For	138,424
Grossman	34,010	Against	36,693
Brenner	18,696		
Pearce	17,457	Senatorial Districts	
Galleher	17,315	For	50,806
Gillespie	13,597	Against	71,625
Perry	10,824		
Sampliner	6,545	Poll Tax	
		For	31,994
		Against	93,576
Manager Plan		Total Vote Cast	
For	77,888	Cleveland	154,123
Against	58,204	East Cleveland	5,585
		Lakewood	13,025
		Cleveland Heights	5,268
		Townships	19,308
			197,309
Library Bonds			
For	80,843		
Against	60,089		

MUNICIPAL FINANCE

Cleveland was not alone among American cities in experiencing acute financial difficulties on account of the soaring price levels of recent years. In 1921 a measure of relief was expected by reason of the fact that the people had voted to exempt from the 15 mill tax limit debt charges on all bonds issued prior to January 20, 1920, and to authorize an additional levy of 3.5 mills for general fund operating purposes. Furthermore, there had been a substantial increase in the assessed valuation of property, and there was some expectation that the city might profit by the declining prices throughout the year.

Early in the year, however, both the Civic League and the Municipal Research Bureau issued bulletins charging the administration with financial mismanagement of such grave character that public attention was sharply arrested. It was alleged that the city was drifting toward a deficit of from \$1,500,000 to \$2,000,000 at the end of 1921, and that three illegal methods were being employed to finance expenditures in excess of revenues, namely: borrowing funds of a succeeding fiscal year on certificates of indebtedness, using taxes of a succeeding fiscal year, and carrying over unpaid bills from one fiscal year to the next.

The city council at once appointed a special committee to conduct public hearings and investigate the financial condition of the city and the financial practices of the administration. After a number of hearings the majority of the committee reported that there was no ground for the charge that the city would close the year with a deficit and

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that there was nothing to criticize in the financial methods of the administration. A minority report was filed, but it was not read in the council, nor published.

During the closing weeks of 1921, anticipating that there would be a deficit of close to \$700,000, Mayor-elect Kohler formally requested that the deficit be funded and finally disposed of by issuing bonds under authority of an act of the legislature passed in 1921. The administration replied that there would be no deficit at the close of the year because any unpaid obligations would be offset by unpaid delinquent taxes and other unpaid accounts receivable, and further that the act of the legislature referred to was not applicable to Cleveland. The administration proposed to issue certificates of indebtedness in anticipation of taxes to be received in February, and thus to provide the cash to meet its unpaid bills and payrolls. The Municipal Research Bureau issued a statement challenging the right of the city to issue such certificates of indebtedness and asserting that the Taft act could be applied to the city of Cleveland. The attempt to issue certificates of indebtedness was prevented by appeal to the courts, and so the city closed the year.

THE DEFICIT OF 1921

Mayor Kohler, in a letter to the council on February 14, 1922, set forth that the preceding administration had closed the fiscal year 1921 with a deficit of \$1,185,000, consisting of \$250,000 of revenues diverted from the sinking funds to the general fund, \$135,000 claimed to be due the state as its share of fines collected under the Crabbe Act,

CITY GOVERNMENT

\$180,000 due the municipal light plant for services rendered, and \$620,000 in unpaid bills.

TABLE 12.—TAXES AND BONDED INDEBTEDNESS, 1920-1921

	Distribution	Total
Tax value		\$1,704,280,880
Tax rate		2.46
State	\$0.1025	
County	0.26794	
Schools and library	1.03314	
City	1.05642	
Taxes raised		42,161,130
State	1,746,887	
County	4,566,449	
Schools and library	17,843,426	
City	18,004,364	
Population		796,836
Per capita tax		52.70
Bonded indebtedness		121,845,052
County	13,200,004	
City	88,308,048	
Board of Education	20,337,000	

CHAPTER III

CITY PLANNING AND IMPROVEMENT¹

BUILDING LINES

THE ordinance providing for the establishment of building lines throughout the city, prepared by the City Plan Commission, was adopted by the council and became effective as of January 15, 1922. Restrictions on residence streets are maintained. Setback lines of from five to 20 feet are established on many streets which it is proposed to widen. All other streets are relieved from setback restrictions.

CITY PLAN COMMISSION

The City Plan Commission, owing to the state of the city's finances, will be unable to do more this year than complete some of the studies now under way. Its last year's accomplishments were recorded in the 1921 Year Book. With the Mall and the Group Plan taking definite form, and the long controversy over the location of the Union Depot settled, the attention of city planners is being directed to new centers of interest.

LOCAL CIVIC GROUPS

Euclid Avenue.—The Euclid Avenue Association, a development of the city plan committee of the Chamber of Commerce, has been active during the past year in the

¹ Text prepared by Charlotte Rumbold.

CITY PLANNING AND IMPROVEMENT

proposal to widen Euclid Ave. and in preventing infractions of the building code in several important respects. Traffic regulation and the parking of automobiles on Euclid Ave., and coöperation in the removal of snow from the sidewalks and street, have been matters of serious consideration. Some of the problems ahead of the Association are:

1. The equitable assessment of taxes for property in different sections of Euclid Ave., the total value of which is over \$1,000,000,000.
2. The harmonious planning of the street, involving the determination of the width of the street.
3. Location of additional east and west traffic streets paralleling Euclid Ave., and the development of the streets.
4. The number and location of cross streets.
5. The harmonious development of the sky line, and the harmonious development of the buildings to be erected in the future on the avenue which, with proper planning, may again become one of the most beautiful and valuable thoroughfares in the world.

University Circle.—The University Improvement Company, also an outgrowth of the city plan committee of the Chamber of Commerce, was incorporated in December, 1918, for the purpose of developing that part of the city adjoining University Circle as an educational and religious center. To secure this gain to the civic and cultural life of the city, it has prepared an architectural and landscape plan which presents great possibilities for the harmonious development of the territory.

Detroit-Superior Bridge.—The development of the west approach to the Detroit-Superior high level bridge was un-

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dertaken by the city plan committee of the Chamber of Commerce, which secured petitions from the property holders on the north side of Detroit Ave. from W. 25th to W. 28th St., asking the city to widen the street to 100 feet, and agreeing to dedicate to the city the necessary 34-foot strip from the front of their properties. The city, owing to its financial situation, has been unable so far to carry out its part of the agreement. It has, however, appropriated \$32,000 which it is to spend on the drive from Detroit Ave. to the Boulevard. This is, of course, only a small but very auspicious beginning of the improvement of the dangerous corner at Detroit Ave. and W. 29th St.

Collinwood.—“Five Points” section in Collinwood and *South Brooklyn*, are the next two local groups of civic buildings to be considered. The Board of Education and Public Library authorities, taking into consideration both the present population and its obvious trend and direction, are working with other civic institutions to secure the logical grouping of public buildings in these sections, believing that the civic activities of the neighborhood will be greatly stimulated.

CLEVELAND METROPOLITAN PLANNING COMMISSION

The Cleveland Metropolitan Planning Commission, a voluntary coöperative planning organization of the five cities and nearly all the villages and townships in the county, is preparing a comprehensive thoroughfare plan for the county. Should city and county consolidation ever become a political fact, the usual physical difficulties arising from the annexation of large suburban areas to a densely

CITY PLANNING AND IMPROVEMENT

populated city will have been prevented by the wise fore-thought of the Metropolitan Planning Commission.

See sections—Building Construction and Erection of Homes in Chapter VII, also Chapter IV.

BUILDING CODE COMMISSION

A joint code committee, a voluntary organization composed of members of professional and civic organizations in the city, to which suggested amendments to the building code were referred, functioned in Cleveland for about 18 years. This committee has been inactive for the past year, and an ordinance has been introduced in the council, at the instance of the interested civic organizations, legally establishing a joint building code commission, defining its powers and providing for its operation. The ordinance is in council committee. The establishment of this legal supervisory body in charge of the building code of the city is regarded as exceedingly important, especially in view of the rapid changes in building practice.

MEDALS AWARDED FOR MERITORIOUS BUILDING

In an effort to encourage building of a better type in Cleveland, the Chamber of Commerce has awarded annually since 1916 medals for merit in buildings of three classes: apartment houses, factory buildings, commercial buildings of three or less stories. The award is in the form of a bronze medal which is attached to the building. Awards are made by juries composed of five members, appointed by representative civic and professional organizations in the city.

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In making awards the following factors are taken into consideration: aesthetic value, emphasizing simplicity, proportion, artistic and practical use of inexpensive materials.

TABLE 13.—COMPARISON OF BUILDING OPERATIONS, 1916–1921

Year	Total Operations		Commercial	
	Number	Value	Number	Value
1916	14,022	\$33,108,265	507	\$10,227,105
1917	11,952	30,483,750	507	13,544,900
1918	8,668	16,385,800	345	7,370,900
1919	12,283	47,707,975	527	21,015,000
1920	11,531	65,625,050	499	39,998,700
1921	12,926	46,531,323	455	18,685,150

Year	Dwellings and Apartments			Miscellaneous	
	Number	Value	Families Housed	Number	Value
1916	4,434	\$16,883,000	7,860	9,081	\$5,998,160
1917	2,824	11,705,300	5,325	8,261	5,233,550
1918	1,196	4,944,200	2,000	6,127	4,070,700
1919	3,021	20,379,900	5,706	8,735	6,313,075
1920	1,856	11,611,300	2,768	9,176	14,015,050
1921	2,398	15,886,323	4,093	10,073	11,959,423

rials; adaptation of space to use—plan; sanitation, including fire safety, light, ventilation, and the provision for thorough and economical cleaning.

CITY PLANNING AND IMPROVEMENT

The awards made up to this time have been as follows: 1916 to a factory and to a small commercial building; 1917 to an apartment house; 1918 to a factory and to a small commercial building; 1919 to a factory; 1920 to a factory and to a small commercial building. Inability to make awards each year in all three classes is regretted, but it is the opinion of the committee in charge that the best result will be obtained by making awards only to buildings of the highest standard.

SIDEWALK ORDINANCE

One of the objectionable features of the downtown streets has been, within the last year, the occupancy of the sidewalks during building operations by building materials. By means of suggestion and consultation with the officials of the department of streets, the city plan committee of the Chamber of Commerce secured the general adoption in the congested district of overhead bridges covering sidewalks during building operations. This method of temporary storage of building materials does not hamper building operations unnecessarily, and the convenience and safety of the public are conserved. The appearance of the street is likewise greatly improved.

BILLBOARDS

On the recommendation of the same committee the Chamber of Commerce has also caused to be introduced in council an ordinance controlling billboards. This ordinance limits the size of the signboards or billboards erected,

and their location in relation to residence and park districts. The ordinance is in council committee.

SMOKE

The Community Betterment Council, which conducts an annual "clean-up week," has been instrumental in promoting a smoke abatement campaign which is being carried on by the Women's City Club. A group of trained observers is reporting violations of the city smoke ordinance, and an educational program on the menace of smoke to property and health, and methods of abating the smoke nuisance, is being conducted.

CHAPTER IV

PUBLIC BUILDINGS

UNION DEPOT

THE question of Cleveland's union station has been apparently settled after many years of controversy.

Early in April, 1921, a resolution was passed by city council calling for an investigation into the progress of work on the station-on-the-square project. At that time the Cleveland Union Terminals Co. stated that over \$500,000 worth of property had been acquired along the right of way, that one mile of open cut for the route into the station had been completed and that steel was on hand for the construction of a bridge.

On April 19, the Interstate Commerce Commission began a hearing of the case of the company which was asking for a certificate of public convenience and necessity which would permit it to issue bonds in the amount of \$60,000,000 to finance the undertaking.

The main contentions of the opposition which was led by Peter Witt were as follows:

1. That it was a New York Central project.
2. That the passenger question was of secondary interest to the railroads.
3. That the New York Central would convert the lake front into its private freight yards.

Later the opposition asserted:

1. That the cost of the station on the square was excessive.
2. That a station on the square would further congest an already congested area.
3. That the projected station was not a union station because the Pennsylvania, Wheeling & Lake Erie and other roads were opposing it.
4. That the question of the value of the air rights was not sufficiently established.
5. That the original ordinance passed by Council was illegal because under the charter a franchise cannot be granted as an emergency measure.

Hearings were resumed by the Commerce Commission August 2. One of the main points brought out in support of the proposition at this time was that the new station would relieve freight congestion. Cleveland was called a "pinch point" in through freight and passenger traffic. The company argued that by bringing passenger service into the square the lake front could be devoted entirely to freight and hence that congestion experienced here during the war could in future be avoided. On August 15 the Commission denied the certificate of convenience and necessity because of the size of the bond issue required and on the ground that sufficient evidence had not been present to justify such an expenditure.

On August 17 the railroads and station company filed a petition for a rehearing. On September 20 the rehearing was begun before one member of the Commission sitting in Cleveland. Much of the old ground was covered. Novem-

PUBLIC BUILDINGS

ber 15, the question came up for final hearing before the entire Commission in Washington. In addition to their previous arguments the attorneys for the company asserted that the project was of national importance. On December 8 the Commission sanctioned the project, declared that "public convenience and necessity require the construction and operation of the station on the square," and authorized "the railroads to acquire control of the Cleveland Union Terminals Company."

Company officials promised that work would be started as soon as financial details could be worked out and that the project would be completed within the five-year period allowed.

The opposition recently threatened to bring the legality of the original ordinance into court. H. D. Jouett, chief engineer of the terminals company, opened offices here in February.

CLEVELAND PUBLIC HALL

The Public Hall is designed in the Italian Renaissance style and is of modern fireproof steel construction. The exterior is faced with granite and limestone and the interior with marble, tile and decorative plaster.

The huge structure occupies an entire city block and forms the fourth unit in Cleveland's famous Group Plan for public buildings on the Mall. The Federal Building, County Court House and City Hall have been occupied for some time. When the last unit of the group has been completed a tract of 104 acres will be occupied exclusively by public buildings, beautiful lawns and spacious walks

and boulevards. The location of the Public Hall is doubly advantageous in that it has an unobstructed view of Lake Erie and is within easy walking distance of all the principal hotels, theaters, retail and wholesale districts, as well as railway passenger depots.

Spacious corridors, wide ramps and roomy stairways permit throngs to circulate through the building with maximum dispatch. On all three floors, corridors extend continuously around the east, north and west sides of the arena of the auditorium.

The main entrance to the auditorium is from Lakeside Ave., N. E. Other entrances are from the Mall and from E. Sixth St. The arena of the auditorium is practically at street level. The stage is at the south end of the building. The offices of the building are on the east side of the second floor. Seating consists of removable seats for the arena or main floors, and permanent seats in amphitheater arrangement upon east, west and north upper and lower balconies. The regular equipment of the auditorium includes 10,635 seats, of which 4,478 are upon the arena floor, 2,444 in the lower balconies and 3,713 in the upper balconies. Approximately 1,100 seats may be placed upon the stage. With supplementary facilities 13,000 persons can easily be seated in the auditorium, which is illuminated by the indirect method.

For expositions, tournaments, etc., the building provides about 75,000 square feet of floor space. Of this 65,000 square feet are conveniently available and unusually attractive. Exhibition Hall (in the basement) is intended primarily for expositions. The arena floor is 247 feet long

PUBLIC BUILDINGS

by 120 feet wide, and contains 29,640 square feet of clear floor space.

A Skinner pipe organ costing \$100,000, having 10,010 pipes and 150 direct speaking stops, is being installed. This instrument, while not the largest, is said to be the finest in the United States. It will be ready for use about five months after completion of the Hall.

Up to the present, bonds to the amount of \$6,300,000 have been issued for the Public Hall. It is estimated that when the building is completed, both wings having been added, the cost will reach \$8,000,000.

A committee consisting of Frank Bicknell, secretary of the Cleveland Building Owners' and Managers' Association, Vice-president A. A. McCaslin of the Cleveland Trust Co., and Vice-president George D. McGwinn of the Union Trust Co., has been appointed by Mayor Kohler to consider the problem of operating expenses. It is estimated that \$127,000 will cover the expenses to the end of 1922, but for a full year the amount will probably be between \$175,000 and \$200,000.

THE CLEVELAND PUBLIC LIBRARY

By popular vote November 8, an additional bond issue of \$2,000,000 for the erection of a central building for the Cleveland Public Library was authorized. Two million dollars had been provided through a bond issue voted in 1912, and the old city hall site had been offered by the city as a location for the building. Architects were chosen by competition in 1916, but by the time the site was made available through the vacating and razing of the old city

hall, prices had increased so that the amount available was not sufficient. The war and its attendant results made an indefinite postponement necessary, and after its conclusion a movement was started to raise additional funds.

On September 23 the Library Board passed a resolution to submit the question of additional funds to the voters of Cleveland. After a brief, thoroughgoing publicity campaign the bonds were carried on election day by a majority of more than 20,000 out of a total vote of 140,484.

The preparation of plans for the new building was begun immediately after election. These provide for a structure of approximately the size and shape of the Federal Building and harmonizing with it and the other buildings of the group plan. Care is being taken to have the building beautiful and at the same time provide proper quarters for housing the constantly increasing collection of books and for making them easy of access.

Special reading rooms will be devoted to the following subjects: general reference, sociology, technology, patents, fine arts, music, history, travel and biography, philosophy and religion, literature, John G. White collection, children's books, books in foreign languages, newspapers and fiction. The large central space will be used as a general periodical reading room. Space will be provided for the school, branch and stations departments, and for the business and administrative departments of the library. Books will be shelved in two and three story stacks adjacent to the various reading rooms where they will be used. A large basement storage stack also will be provided. The building is planned to house ultimately about 1,500,000 books.

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Colonel Elliot Whitlock, mechanical engineer and head of the Whitlock Manufacturing Company, has been appointed building supervisor at a salary of \$10,000 a year. Until the middle of January he was a member of the library board and is thoroughly acquainted with the plans.

CITY HOSPITAL BUILDINGS

City Hospital bonds to the amount of \$3,950,000 have been authorized to finance the following building program: three new buildings—the general hospital, psychopathic hospital and contagious hospital; extensions and remodeling of existing hospital buildings; and the purchase of new equipment.

The general hospital building, which will be ready for occupancy June 1, will have a bed capacity of 700, and a lecture room which will occupy the tenth floor. The building is ten floors high and has a basement and sub-basement.

The psychopathic hospital building now has five stories and accommodates 180 beds. The floor plan is identical with that of the new general hospital and it is planned to add stories to make the two buildings alike. When this is done each building will accommodate 700 beds and both will be used for general hospital purposes, making the building of a new psychopathic hospital necessary.

The contagious hospital which is nearing completion will have three stories and a basement and will provide 105 beds. The plan calls for two additional stories, which would increase the bed capacity to 165.

Extensions to the nurses' and employees' homes will soon

be completed. These will provide for such nurses and employes as will be necessary when the buildings now under construction are in use.

The old hospital buildings have been remodeled at a cost of \$100,000. They have a capacity of about 500 beds.

The refrigeration system is designed to serve all of the units on the grounds by pipe lines and to provide ice for all hospital purposes.

FUTURE BUILDING PROGRAM

The building program as contemplated for 1922 includes the following items:

Completion general hospital unit	\$900,000
Physicians' dormitory	150,000
New nurses' home	200,000
New psychopathic hospital	750,000
Furnishings and equipment	250,000
Laboratory building	65,000
Addition to employees' home	200,000
Admission building	200,000
Dispensary building	250,000
<hr/>	
Total	\$2,965,000

PUBLIC SCHOOL BUILDINGS

Ten million dollars' worth of the \$15,000,000 bond issue for new public school buildings authorized at the November, 1920, election had been sold by December 31, 1921.

The \$15,000,000 building program designed first, to take care of the normal growth in school population; second, to put approximately 20,000 children now in shift, relay, or other makeshift classes into standard class rooms; third, to provide specialized training for certain groups of boys

PUBLIC BUILDINGS

and girls needing a special type of education that could not be given with equipment on hand, is progressing as follows:

Four new elementary schools and additions to three old buildings; three new junior high schools and additions to four old buildings; four new senior highs, and additions to three old buildings; a new school for crippled children; an industrial school; a new Boys' School, and a greenhouse at West Technical High School have been planned.

School buildings in process of construction are:

Senior High—John Adams, at E. 116th St. and Corlett Ave.; and an addition to Glenville High.

Junior High—Audubon, at Woodland Hills Park; Patrick Henry, at Hopkins Ave. and E. 123d St.; and an addition to Rawlings.

Elementary—Euclid Park, at Euclid and Woodcliff Rd.; Mt. Auburn, at E. Overlook and E. 116th St.; Benjamin Franklin, on Spring Rd.; and an addition to Lafayette and Observation Schools.

Special—Sunbeam School for Cripples at East Boulevard and Mount Overlook Rd.; a greenhouse at West Technical High School.

Plans have been approved, but no work begun on the following:

Senior—Collinwood, at St. Clair Ave. and Ivanhoe Rd.; and additions to West Technical and Lincoln.

Junior—Thomas Jefferson, at W. 46th St. and Clark Ave.; and an addition to Addison.

Elementary—Henry W. Longfellow, at Diana Ave. and Darley Ave.

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The following projects were pending examination and study:

Senior—John Hay, at University Circle. This will probably be the most monumental of all contemplated projects. It will house an academic high school and a commercial high school which will replace Longwood Commerce High School. A junior high school will be built in connection, and will be operated as a part of the observation school of the Cleveland School of Education.

Junior—Addition to Detroit and Willson.

Special—Industrial School, and a new Boys' School.

Plans are being drawn for additions to Tremont and Wooldridge elementary schools, and for a new West Commerce High School. Three locations have been suggested for this building: the site at Lorain and Denison Ave.; a lake front site near Detroit Junior High, and land adjacent to West High School on W. 56th St.

During the past year an addition to Rickoff School was completed, and in September, Miles Standish, an elementary school at Parkgate Ave. and E. 93d St., was opened. This school, with 32 rooms and accommodations for 1,500 pupils, was built at a cost of \$875,000. When the contract was let in 1920 building costs were at a peak—72 cents per cubic foot, as compared with 42 cents per cubic foot in December, 1921.

Housing Cleveland's School Children, a monograph written in October by Frank P. Whitney, director of school housing, gives detailed information about the school building situation. This booklet may be obtained from the division of publication of the Board of Education.

PUBLIC BUILDINGS

COUNTY CRIMINAL AND JUVENILE COURTS BUILDING

Excavation for the county criminal and juvenile courts building, a part of the Group Plan, has been made on property adjoining the County Court House on the northwest. In 1917 the first bond issue of \$1,250,000 for erecting this building was approved by the voters. Four subsequent proposals submitted to the voters for further funds to complete the building have been disapproved by large majorities in each case. It is believed that since the first bond issue was passed the building needs of the city and county have so changed that not only is a complete re-study of the location and plan of the building needed, but a survey must also be made of the need of additional space for the various departments now housed in county and city buildings. Plans for this re-survey are now under contemplation by the county officials and the city plan committee of the Chamber of Commerce.

FEDERAL RESERVE BANK BUILDING

The new Federal Reserve Bank Building now under construction occupies the site of the old Masonic Temple at the corner of E. 6th St. and Superior Ave. It will be a ten-story structure, harmonizing with the buildings of the group plan. The first seven feet of the first story will be granite and the rest of the building will be of Georgia marble.

The entire building will be used to house the banking institution. Attention is being given to a gymnasium, rest

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rooms, cafeteria and auditorium for the comfort and pleasure of the employees of the bank.

The construction work was progressing rapidly until the building trades strike, and according to the architect the building was to have been ready for occupation at the close of 1922.

CHAPTER V

PUBLIC UTILITIES

MERGER OF THE TWO TELEPHONE COMPANIES

ON September 20, 1921, following approval by the Interstate Commerce Commission and the Ohio State Public Utilities Commission, a merger of the Ohio Bell Telephone Co. and the Ohio State Telephone Co. was completed under the name of the Ohio Bell Telephone Co. The merger involved the unification of properties valued at approximately \$100,000,000. Over 1,000,000 phones and 1,000 exchanges throughout the state are affected by the merger. It is estimated that from six to ten years will be required before the physical unification is complete. The state offices of the company, with the exception of that of the president, have been moved from Columbus to Cleveland.

TRACTION

In the early part of 1921 the Cleveland Railway Co. sought a stock issue of \$3,000,000 to be sold at 80, bearing interest at $7\frac{1}{2}$ per cent., in order to finance various extensions of lines and general improvements. The interest fund was about exhausted and ready cash was needed. The city council refused the request. Then the company requested permission of council to sell its Liberty bonds, amounting to \$1,600,000, at the current market value,

which was between 84 and 90, in order to meet the most pressing needs. This request was also denied.

A policy of retrenchment was then decided upon. There were three possibilities for increasing revenue, by raising fares, by curtailing service, or by cutting wages. Fares are as high as possible under the Tayler grant. Service was not much more than adequate and so a wage cutting policy was decided upon. Track laborers were given cuts which amounted to 25 per cent. On February 1, clerical and executive salaries were cut 10 per cent. and mechanics and shop men 10 per cent. The laborers, shopmen and mechanics are not organized. In January notice was given to the carmen's union—motormen and conductors—of a cut of 15 cents per hour, to be effective May 1 when the existing agreement expired. This was opposed by the union. After several weeks of controversy, G. Loomis Allen of Syracuse was appointed arbitrator for the company and James H. Vahey of Boston for the carmen's union. The main points under consideration were: (1) the striking out of the whole section of the agreement which made membership in the union compulsory, (2) 20 per cent. reduction in wages and (3) striking out the provision for extra pay for split runs, Sunday, holiday and night shifts. On May 1 a year's agreement was made allowing the 20 per cent. reduction but maintaining the closed shop.

Early in January the Lakewood council voted to stand by its contract with the railway company calling for a five cent fare. The company posted in all Lakewood cars notice that fare would be six cents cash, nine tickets for

PUBLIC UTILITIES

50 cents, but maintaining the five cent rate within Lakewood city limits, at the same time making it known that the six cent fare was entirely voluntary. The city of Cleveland brought pressure to bear to force Lakewood to raise the fare to the six cent rate prevailing in Cleveland by ordering reduction in car service to Lakewood. The Common Pleas Court on March 18 ordered that the street car company collect not more than a five cent fare unless car riders voluntarily offered extra fare and made known the offer to the conductor, and the car company was prohibited from making any drastic cuts in car service.

A trial of a zone system of fare was made. On June 27 council adopted a resolution calling for a 30-day trial of the sale of car tickets two for five cents in the downtown district. This anticipated an extensive zone system such as is used in Glasgow, as a remedy for the traffic situation here. At the end of the trial period the plan was called a failure and was discontinued.

GAS

The franchise of the East Ohio Gas Co. terminated in February, 1921. In December, 1920, the city council passed an ordinance allowing a flat rate of 35 cents for 1000 cubic feet of gas and a ten year contract. The gas company refused to accept this ordinance, maintaining that the 35 cent rate was inadequate for the service given, that the terms of the renewal ordinance were prohibitive and therefore that it was forfeiting its rights to use the streets and that withdrawal of pipes became possible. The gas company demanded a contract for two years and three

months at the following rates: 50 cents per 1,000 for the first 5,000 cubic feet, 60 cents for the next 5,000, 65 cents for the next 10,000, and \$1.05 for all over 20,000, with a discount of five cents per 1,000 cubic feet on all payments within ten days.

The city asserted that the 35 cent rate was reasonable and that the remedy of the gas company was an appeal to the Public Utilities Commission to revise the rate. The company threatened to discontinue service on February 6, the day its franchise expired. On February 3 a temporary injunction was granted the city together with Lakewood, East Cleveland and West Park, preventing the East Ohio Gas Co. discontinuing service. In its reply the gas company sought to prove that the gas supply was running short and that it was receiving less than 3 per cent. return on its investment.

In July, the Common Pleas Court fixed a temporary flat rate at 45 cents and granted the motion of the gas company that it discontinue supplying the city with gas November 1, 1921. The city immediately appealed. On September 12 the city asked that a temporary rate be fixed and the case heard upon the pleadings. On hearing the evidence the court fixed a temporary rate of 45 cents per 1,000 for the first 10,000 cubic feet of gas, 55 cents for the second 10,000 cubic feet and 75 cents for all over 20,000 cubic feet with a minimum charge of \$1.50, to be effective October 1, 1921, and, at the same time, the court provided that all receipts over the 35 cent rate should be paid into a trust fund at the Union Trust Co. and held subject to the order of the court.

PUBLIC UTILITIES

On January 19 the Court of Appeals rendered a decision, the main points of which are as follows:

1. That the 35 cent ordinance passed by council in December, 1920, seemed to have been designed for the purpose of throwing the matter into the courts and to furnish a political slogan rather than to settle the gas question.
2. That the people of Cleveland are willing to pay a reasonable rate which would permit a reasonable return to the company.
3. That a minimum charge of 75 cents is enough to enable the company to carry an account on the books, the carrying of which costs an average of 52 to 59 cents a month, and that the following schedule of rates be fixed temporarily: 40 cents per 1,000 for the first 10,000 cubic feet; 50 cents for the second 10,000 cubic feet; 65 cents for the third 10,000 cubic feet and \$1 for all over 10,000 cubic feet with five cents per 1,000 discount on all bills paid within ten days.

On January 22, 1922, both the city and the company filed motions for a new trial. The city alleged that the temporary rates fixed by the court of appeals were too high and that there was error in excluding certain evidence. The company alleged that it has the right at any time to withdraw service and that the rates fixed by the court do not allow sufficient return on the company's investment.

On January 24 the Supreme Court of Ohio denied the application of the city for a writ of prohibition to restrain the court of appeals from exercising its order fixing temporary rates.

On February 24 the court of appeals, in hearing the

motions for a new trial indicated that the motions would be overruled. The city at this time made a motion to have the money held in escrow refunded to the consumers. This motion was denied. The court said the money would remain in trust until the settlement of the controversy. The company discussed its earnings under the temporary rate and produced figures to show that they were receiving less than a 2 per cent. return on the investment. Judge Vickery recommended that the city draw a new ordinance which would afford a basis for the establishment of a permanent rate.

The suburbs surrounding the city faced the same difficulties of expiring franchises. Early in the year it appeared that the suburbs would all join with the city in adjusting the controversy with the gas company, but one by one they came to separate agreements. On April 13 Lakewood negotiated the following schedule of rates with the gas company: 50 cents per 1,000 for the first 10,000 cubic feet, 60 cents for the second 10,000 cubic feet and 75 cents for all over 20,000 cubic feet. Extensions of service were promised 3,000 homes. On July 28 West Park accepted an agreement with terms similar to those of the Lakewood agreement. On December 5 Cleveland Heights and the gas company reached an agreement which provides a minimum charge of \$1.50 for extension of service to 1,200 homes and the following rates with five cent discount for payment within ten days: 40 cents per 1,000 for the first 10,000 cubic feet, 45 cents for the second 10,000 cubic feet, 55 cents for the third 10,000 cubic feet and 80 cents for all over that amount.

PUBLIC UTILITIES

The East Cleveland ordinance is similar to that of Lakewood, the rates being from 50 cents to 75 cents, but contains a further clause that if lower rates are agreed on by the company and the city of Cleveland a corresponding rate shall be made for East Cleveland.

CHAPTER VI

THE CRIMINAL JUSTICE SURVEY—A SUMMARY¹

THE ORIGINS OF THE SURVEY

THE first request of a survey of the field of criminal justice in Cleveland came from a Welfare Federation committee on delinquency in 1919. The Foundation, however, did not feel that there was sufficient public demand for such an investigation and postponed action at that time. The following year, 1920, was one of constant disturbance in the field of criminal justice. Sensational episodes centered about the McGannon case, and the people of the city were given a very vivid picture of the shortcomings of certain aspects of the administration of criminal law in Cleveland. At the end of almost a year of public criticism of the courts and the police the question of a survey was revived, and on November 10, 1920, Mayor W. S. Fitzgerald addressed a letter to the Foundation asking that there be considered "a general survey of vice and crime conditions . . . to be conducted without bias of any kind and with the sole purpose of developing the facts." A week later the Cleveland Bar Association requested the Foundation to conduct a survey of the administration of justice in Cleveland and at the same time pledged their support to carrying out any

¹Prepared by Raymond Moley.

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recommendations therein made. Requests from the Chamber of Commerce, the Welfare Federation, the Federation of Women's Clubs and several other organizations followed. The survey was authorized and started in January, 1921. Field work was completed in June, 1921, while publication of the reports was made in September and October. The survey was directed by Dean Roscoe Pound, of the Law School of Harvard University, and Professor Felix Frankfurter. The following eight reports were prepared:

Police Administration, by Raymond B. Fosdick.

Prosecution, by Alfred Bettman.

The Criminal Courts, by Reginald Heber Smith and Herbert B. Ehrmann.

Correctional and Penal Treatment, by Burdette G. Lewis.

Medical Science and Criminal Justice, by Dr. Herman M. Adler.

Newspapers and Criminal Justice, by M. K. Wisehart.

Legal Education in Cleveland, by Albert M. Kales.

Criminal Justice in the American City, by Roscoe Pound.

A committee of Cleveland citizens was selected by the Foundation to act in an advisory capacity to the survey and its staff. The chairman of this committee was Amos Burt Thompson, a member of the Cleveland Bar. A digest of the reports of the survey follows.

POLICE ADMINISTRATION

CONCLUSIONS

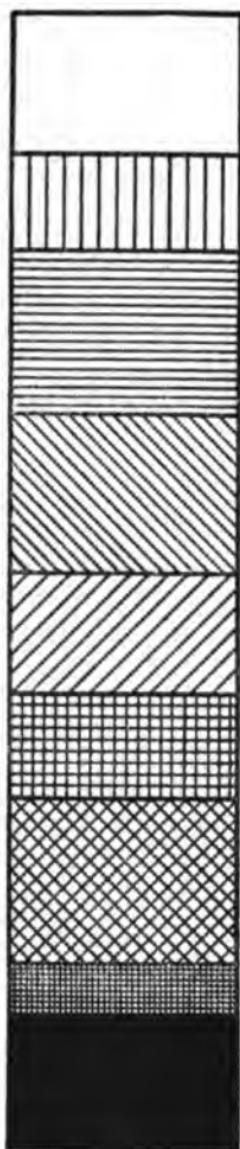
1. The provisions of the Cleveland city charter defining the powers and duties of the chief of police, the director of public safety and the civil service commission are such as to create very great confusion of responsibility in the administration of the police force.
2. The rank and file of the police force are drawn from occupations which involve little training of the sort which produces good policemen. The personnel of the force in general is of not sufficient caliber to insure the adequate performance of the important work which they are called upon to do.
3. In the field of promotion and discipline the confusion of authority has resulted in great loss of morale in the department with a consequent ineffectiveness of police work.
4. The detective bureau is particularly deficient in the matter of personnel. It is the judgment of the survey that the detective force is recruited at the present time not from the most intelligent members of the force but from a rather mediocre or inferior group.
5. The methods used by the Cleveland police force in the administration of its work are not in line with the most recent developments in this field. Police districts are not organized in accordance with the present growth of the population. Well-defined and well-tried-out methods for improving the quality of patrol service are not used.

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RECOMMENDATIONS

1. There should be a clear line of responsibility running from a single head through the whole organization. A single leader should be in immediate charge of the force. This leader should if necessary be drawn from outside of Cleveland. He should be a civilian administrative head and should be paid an adequate salary and given permanent appointment.
2. The personnel of the force should be improved. Younger men should be drawn into the force and every effort should be made to keep them. The maximum age should be thirty, although men under twenty-five should be preferred.
3. The director of police, already recommended, should have entire control over the determination of promotions and should be assisted by a board of promotion made up of members of the force chosen from the higher ranks. This would decrease the present authority of the civil service commission in the matter of promotion.
4. In matters involving discipline, the director of police should have final and complete determination.
5. In recruiting the detective force it should be possible to draw men from outside of the force directly into the detective bureau. Scientific training and an adequate system of promotion should be provided for them.
6. In the patrol service more motor equipment should be used in regular patrol work, patrol booths should be established, police precincts consolidated to reduce the number from 15 to 7 or 8 and patrol beats rearranged.
7. There should be a special service division for crime

THE CLEVELAND YEAR BOOK



OF 1,000 FELONY ARRESTS—

127 were disposed of by the police

85 were "nolled" or "no-papered" by the
police prosecutor

143 were discharged or dismissed or found
guilty of a misdemeanor in Municipal Court

139 were "no-billed" by the grand jury

107 were "nolled" by the county prosecutor

91 made an original plea of guilty

148 changed the plea to guilty

42 were variously disposed of

118 came to trial

Diagram 6.—The disposition of each 1,000 cases of felony arrests

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prevention and other specialized work of legitimate police interest.

8. A secretarial division and an adequate system of records should be established for the force.

THE COURTS, THE JUDGES, AND THE PROSECUTORS

WHAT HAPPENS TO FELONY CASES

Diagram 6 is based upon a study of the 4,499 felony cases begun in the Common Pleas Court during 1919, supplemented by information supplied by the police department. It shows how far from the truth is the popular conception of cases decided in court with all of the traditional formality of a "trial" present. Only one in ten came to fruition in such surroundings.

THE PERSONNEL OF THE BENCH IN CLEVELAND

As to the judges of the Common Pleas Court, the conclusion of the survey was that "as a group the Common Pleas Bench would probably compare favorably with county courts in other metropolitan jurisdictions. Criticism largely centers on its "*want of fine traditions, absence of dignity and lack of independence in thought and action.*"

The survey characterization of the municipal bench is not so favorable. It concludes that "on the whole, the personnel of the municipal bench is inferior in quality and ineffectual in character. A close observer of the Cleveland courts for years states that the present municipal court judges are not much superior to the old justices of

the peace." It is the conclusion of the survey that only four of the 11 judges of the municipal court measure up to the requirements of the office, while three are mediocre and one apparently has no qualifications worth mentioning.

Of late many thoughtful people have looked seriously not to say critically at the methods of selecting judges. The survey discusses this subject.

RECENT CHANGES IN MODE OF SELECTING JUDGES

Up to 1908 the prevailing method of nomination of judges was by party convention, and judges so nominated were placed upon the party ticket with the other county officers. In 1911 the famous non-partisan judiciary act was passed, which provided that there should be no party designation upon the election ballot but that nominations should be as before. However, in 1912, the new constitution provided for direct primary election or petition and since then the direct primary law has been in force. The survey sought to determine what changes are to be observed in the quality or character of the personnel of the bench since the non-partisan system came into being.

SOME EFFECTS OF THE NON-PARTISAN ELECTION OF JUDGES

1. *Younger Men on the Bench.*—Only two judges began their service under forty before 1912 and eight after 1912. Before 1912, many judges were elected after attaining the age of 50 years; since 1912 no one has been elected of that age or over.

2. *Less Experience in Private Practice.*—The survey also shows that before 1912 most of the judges were ap-

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parently well seasoned in private practice of the law, while since that date the majority have been trained chiefly in the office of inferior judge or prosecutor.

3. *Breakdown of Party Influence*.—Another change which is very marked is the breakdown of party influences on the courts.

THE POLITICS OF "NON-PARTISANSHIP"

A mere legislative enactment placing judicial candidates upon a non-partisan ballot cannot eliminate the interest of the bench in politics. It has thrown upon each judge the enormously increased burden of building his own organization. Chief among the interests which confront the judge seeking re-election are the appeal of race and religion and the newspapers.

1. *The Appeal to Race and Religion*.—The following passage from the survey (Criminal Courts, pp. 35-36) deserves careful consideration by the advocate of a non-partisan judiciary. "'In order properly to play the game,' observes one of the more sophisticated judges, 'it is necessary for a judge to attend weddings, funerals, christenings, banquets, barbecues, dances, clam-bakes, holiday celebrations, dedications of buildings, receptions, opening nights, first showings of films, prize-fights, bowling matches, lodge entertainments, church festivals, and every conceivable function given by any group, national, social, religious.' Several of the judges have a reputation for 'handshaking' nearly every night in the week. A judge is said to have refereed a prize-fight."

One of the most disturbing features is the intensifying

of racial and religious appeals. A man is elected or appointed because he is a Pole, a Jew, an Irishman, a Mason, a Protestant, and it is sometimes difficult for a committee to reject a candidate without being charged with discrimination. On the other hand, an even more vicious tendency has begun to appear—the formation of organizations with the avowed or unavowed purpose of “knifing” every candidate who is not of a particular religion, nationality or color. It is estimated that one such organization last fall, through the expedient of issuing thousands of marked ballots at churches and other places, succeeded in swaying 50,000 votes among the regular nominees.

2. *The Judge as “News.”*—Probably the most important influence with which a judge must reckon under a non-partisan system is the public press. While in the Cleveland newspapers editorial support of judges has in the main been wisely given, it is unfortunately true that editorial support is a minor factor in the influence of a newspaper upon elections. It is as “news” that most people learn to know judges and it is the “news” or “copy” value of a judge that largely determines his continuance on the bench. “Some publicity is justly earned by a judge, as when he inaugurates a reform or hands down a decision on an important and unusual question, such publicity means public education.” But, unfortunately, quantity of publicity seems to be more important than quality. The law of suggestion leads the public to vote for the most widely advertised name. For example, two candidates hitherto comparatively unknown and of no marked fitness for the bench have since 1912 been elected because

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they bore the same names as two retired judges widely known and respected. A blacksmith once running on the socialist ticket for the supreme court carried Cuyahoga County because his name looked and sounded like that of the well-known probate judge. "I don't care what you say about me if you keep on publishing my name," remarked one ambitious official.

In the contest for publicity, service on the criminal bench is a distinct advantage. There are more "stories" there, hence it has become customary for judges to seek service on the criminal bench in election year. The schedule is apparently conveniently arranged to provide judges seeking reelection with this needed means of publicity. The survey gives in detail the manner in which these terms have been arranged.

THE MUNICIPAL ("POLICE") COURT

The formation of the Municipal Court in 1912 marked an epoch in the history of the city. A splendid form of organization was provided with provision for a chief justice with ample powers. Two of the ten judges sit in the criminal branch or "police court" and try misdemeanors, violations of city ordinances and conduct preliminary hearings in felony cases. The rooms in which court is held are located in the old Champlain St. police station and are indescribably sordid and inadequate. The decorum which the judges have permitted in these rooms is thus described in the survey. "In neither room did the proceedings reveal the necessary dignity of a court. The

rooms were crowded with lawyers, defendants, witnesses, police, hangers-on, and sightseers, many chewing gum or tobacco, even when addressing the court. Others in the court room were standing about talking and were occasionally asked by the judge to be quiet in order that he might hear the testimony—this, although the witness chair was placed directly against the judge's bench."

NO SEPARATE SESSIONS

All sorts and conditions of cases are heard indiscriminately in the same sessions. Minor and major offenders, men and women alike, await their turns. Cases of robbery, rape and traffic violations may be heard within the same half hour.

PERSONS AND PROPERTY

A most serious discrepancy exists between the time given to decide a civil case involving a few dollars' worth of property and criminal cases sometimes involving the liberty and happiness of persons. In 1919 there were 11,888 criminal cases tried by each judge, while in civil cases involving mostly less than \$300 the number per judge was 2,422, each of the criminal cases presumably receiving about one-fifth the judicial attention that a civil case received. By a process of division we might with some justification say that the judicial importance of a person brought into police court is one-fifth of \$300, or \$60.

THE LAW'S DELAY

The survey determined statistically that it takes the least time to find a person guilty, a longer time to dis-

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charge him, and a still longer time to dismiss or "nolle" a case. Therefore it is the object of every police court lawyer to get his case continued as many times as possible, wearing down the patience of the state's witnesses through compelling them to spend unnecessary hours and days in the unsavory atmosphere of the court and perhaps taking the edge off the police officer's zest in his case. This process of delay is achieved through the excessive granting of continuances, many times in direct violation of a rule of the municipal court itself requiring motions for a second continuance to be in writing.

THE POLICE COURT RING

The professional police court lawyers who have been hangers-on around the court for many years carry on their work with a peculiar kind of privileged seclusion. When the survey attempted to look into the operations of these professional criminal lawyers, it found that no record is kept of attorneys in cases before the criminal branch of this court and that no statistical data could be secured as to the action of these attorneys.

The activities of these parasites constitute one of the serious charges against the present administration of criminal justice in Cleveland.

THE OFFICE OF THE CLERK

The present clerk of the municipal court is an elective official, chosen for four years by the voters of the city. The survey found that the present staff and clerk, while well-intentioned and while conducting their work in a sympa-

thetic and earnest manner, have too largely permitted the old system of record keeping which existed before the establishment of the municipal court to continue in operation under new and infinitely enlarged responsibilities. The record system is cumbersome and inadequate. The maintenance of such an inadequate system is a very great benefit to the police court hangers-on, the shysters and the professional bondsmen. The activities of these parasites depends to a large extent upon the assurance that they will leave no tracks behind them and that the watchful interest of the press and the public be prevented from taking action because of a lack of information.

THE CRIMINAL BRANCH OF THE COMMON PLEAS COURT

ORGANIZATION AND JURISDICTION

This court has criminal jurisdiction in all felonies upon indictment by a grand jury and other offenses where exclusive jurisdiction is not given to an inferior court. It therefore disposes of all of the serious cases and most of the misdemeanors from the country districts of the county. When the survey was made, four of the common pleas judges were sitting regularly in the criminal division. The assignments to the criminal division are made by a system of rotation, although it is common knowledge that judges whose election is approaching are allowed to sit in the criminal courts. It is also very common for new judges immediately after election to be allowed to go there.

The decorum, however, is a great improvement over the

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municipal court. However, the formality that is present in some courts in the United States is wholly lacking. The survey states that "it is an exaggeration to say, as did the late Judge Foran, that 'the courts are run like bar rooms.' It is perhaps true that the court room in dignity of atmosphere does not rise above a salesman's display room in a hotel."

THE COUNTY CLERK OF COURTS

The survey states that the office of the county clerk of courts was, when the survey was made, the most satisfactory office connected with the administration of criminal justice in Cleveland. A comprehensive record is kept with that information necessary to insure public responsibility for every case passing through the court.

Moreover the office of the assignment commissioner, which is under the jurisdiction of the assignment clerk, has been well administered.

THE PROSECUTORS AND THEIR WORK

Prosecution in the criminal courts of Cuyahoga County is conducted in the main by two prosecutors' offices. The municipal prosecutors have charge of the prosecution of cases in the Municipal Court, that is, misdemeanors, violations of city ordinances and preliminary hearings of felony cases. The county prosecutor and his assistants have charge of cases before the grand jury and in the Common Pleas Court. Their work is in the main concerned with felony cases.

Efficient and honest prosecution constitutes the very

essence of an adequate administration of the criminal law. If cases are improperly prepared or carelessly presented, the offender may escape the consequences of his act. The prosecutor has enormous discretionary power: he may keep cases out of court by a simple refusal to prosecute; the court must largely depend upon his recommendations to nolle a case, so much so that in the survey "nolleing" is usually referred to as a function of the prosecutor whereas it is technically a function of the court. Moreover the prosecutors' offices, especially the municipal prosecutor's office, is a clearing-house for the troubles of a great city. Thousands of people call at the prosecutor's offices yearly who are not involved in the administration of justice. They come with petty complaints of all sorts as well as information concerning real violations of the law. The great bulk of the population receives its impressions concerning the speed, certainty, fairness and incorruptibility of justice at these offices.

THE MUNICIPAL PROSECUTOR

Personnel.—The force of the municipal prosecutor's office consists of the chief prosecutor and six assistants. These officials are appointed by the director of law who is the chief municipal prosecutor. The chief prosecutor has nominal control over the other prosecutors. At the time of the survey this control was not vigorously exercised. The survey bases its estimate of the quality of the personnel of the prosecutor's office upon the replies which it received from a questionnaire sent to all members of the bar in Cleveland. There were about 100 specific responses

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to that part of the questionnaire relating to prosecutors and 98 of these 100 declared that the personnel of the municipal prosecutor's office was lacking in ability. The most severe criticism made in the survey of the personnel of the office was of the general practice of giving out appointments to the prosecutor's office seemingly for no reason except to satisfy the requirements of large racial or national groups in the community. "Thus we have men appointed to the prosecutor's office not because they are experienced in the law or in meeting a certain class of cases that come into the prosecutor's office, but because they are Poles, Czechs, Jews, Italians, or Irish. This practice, which Mr. Bettman calls "the tribalization of prosecution," has been characteristic of this office from almost the beginning.

Organization and Procedure of the Municipal Prosecutor's Office.—The survey thus describes the absence of business methods and equipment in the prosecutor's office. "The office of the prosecuting attorney of the municipal court handles about 75,000 criminal matters a year and actually prosecutes 26,000 criminal cases in a year. Yet this office has no managing clerk or any other clerk; it has no files and no records; it has no stenographers; it drops cases with or without filing a prosecution, entirely without any statement or record of reasons for this action. No record is made of information which it received so that the particular assistant who tries the case has in his hands no data and with rare exceptions must trust to luck as to what the witness will say. There is no specialization of work. There is none of the efficiency of organization

characteristic of a large modern private law office. It is all largely a game of chance. The record system of the criminal branch of the municipal court is inadequate and inefficient, so that it would be impossible for the chief prosecutor or the public actually to ascertain or appraise the work of the assistants."

"Observation made by the survey of the conduct of prosecutors before the court in conducting cases indicated that their work is habitually casual, careless, perfunctory and inefficient."

THE COUNTY PROSECUTOR'S OFFICE

Personnel.—At the time the survey was made the county prosecutor's office had on the criminal side the prosecutor and seven assistants. These assistants were all appointed January 1, 1921, which shows that when the political complexion of the prosecutor's office changes, the entire force changes. Of the seven assistants one had been a member of the bar for a period of 21 years, while the remaining six averaged about four years of opportunity for private practice. According to the judgment of the lawyers who filled out the questionnaire previously mentioned, of 92 replies only two considered the prosecutors were possessed of the necessary ability and competence.

The Organization and Operation of the County Prosecutor's Office.—In general the county prosecutor and his assistants take no part in the investigating of crime or the molding of proof. He has no machinery other than his busy attendants and a single "county detective," a general utility man for such service. He pits what the survey calls "serial

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or cumulative unpreparedness" against the carefully prepared case of the defendant's lawyer. He takes the proof in the way it has been prepared by the municipal prosecutor, making the best of what he gets. In more serious cases, sometimes months after the crime is committed, he attempts to remedy the defects.

JURIES IN CUYAHOGA COUNTY

"Jurors recruited from the Caverns of Ali Baba in the Desert," remarked the oldest judge on the bench of this county, with the hearty approval of a large audience of lawyers. This seems to be a characteristic expression of the general dissatisfaction with the average juries of the county; a judgment which is attested by the great number of convictions set aside because of poor jury work, a 600 per cent. increase in acquittals in seven years, and an absurdly large number of disagreements.

In 1915 the old method of jurors "hand picked" for political and other purposes was discarded for what was intended to be a thoroughly impartial carrying out of the theory of jury service. Prospective jurors are selected from the polling list by an impartial method. They are summoned by mail and examined. Their names are then placed in the wheel and are drawn therefrom at the request of the court.

The system is in charge of the jury commissioners, who are, by recent action of the court, the same persons as the assignment commissioners. The survey is convinced that this combination of offices was wise and should produce some improvement.

Statistics set forth by the survey indicate certain startling facts concerning the attitude of citizens of intelligence and means toward the duty of jury service. The most important of these are:

1. Citizens living in certain "well-to-do suburbs" more commonly ignored the summons than the less fortunate (from the economic point of view) in Wards 11 and 14. Those whose ignorance might excuse them for not responding make a better showing than the "substantial citizens" who knew too much to heed the summons.
2. The "exclusive" suburbs seem to be much more unhealthful than Wards 11 and 14, for a larger percentage of these citizens were excused for "illness" than those living in the more congested areas.
3. The residents of the suburbs were "away" or received summonses "too late" in a larger proportion than the more shifting population in the heart of the city.

These facts are a serious indictment of those sections of society that are commonly the sharpest critics of bad government.

SOME PROCEDURAL HAVENS OF REFUGE

An examination of the diagram on p. 74 reveals in a very simple manner the great importance in the modern administration of criminal justice of certain procedural methods of escape from the toils of the law other than acquittal after a trial in open court. In fact, certain procedural loopholes of escape, such as are described in the following paragraphs, have come to such prominence as to account for more than one-third of all cases started in

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the criminal courts. The importance of examining these ways of escaping from the law is thus made sharply evident.

BAIL

The most serious evils connected with bail bonds are:

- (a) The professional bondsman, the associate of the "runner" and "shyster" lawyer who makes a business of going on bail bonds.
- (b) The illogical variation in the amounts required.
- (c) The inadequacy of sureties.
- (d) Failure to secure judgment and to collect on forfeited bonds.

Statistics compiled by the state auditor indicate that of the total amount of bail bonds forfeited from August 26, 1916, to May 27, 1919, 6 per cent. was collected and that there was little if any effort made to issue executions on judgments rendered.

"NO PAPERS"

When an arrest is made prior to the issuance of an affidavit a case goes upon the docket and is called in court. If the prosecutor decides that the provable facts do not justify a hearing in court he tells the court that there are "no papers" and that is the end of the case. The difference between this and a nolle is that in the case of a nolle an affidavit has been issued. This "no papering" procedure has no statutory basis. It is not mentioned in the statutes and is not recognized in common law criminal procedure; there are no safeguards thrown about its exercise, and as actually practised in the municipal court

in Cleveland, the court hears nothing about the case and does nothing about the case but enter "no papers" upon the docket.

PLEAS OF LESSER OFFENSE

The Ohio law permits the municipal court in cases where felony is charged to accept a plea of a misdemeanor and to discharge the felony case and proceed with the misdemeanor charge. This very important power does not have any safeguards surrounding it and the survey states that the present practice of the prosecutor's office in handling such cases is as loose and haphazard as in the case of nolles.

SUSPENDED SENTENCES OR "BENCH PAROLES"

The very great importance of the suspended sentence in Cleveland courts is indicated by the fact that from 10 to 30 per cent. of felony cases receive suspended sentences and in offenses less than felonies in the municipal court 35 per cent. receive suspended sentences. The use of the suspended sentence arises from the very fine, modern conception of the treatment of crime. It is intended to go hand in hand with an efficient and well-regulated system of probation. However, in the enormous pressure of work which the courts have, this phase of the suspended sentence has been forgotten and it has developed into a mere way of getting rid of a certain number of cases. The whole practice regarding the suspension of sentences is loose. Much of it is of doubtful validity. The practices intended to safeguard it are by no means commonly observed. Sentences of imprisonment are suspended without probation and sentences of fines are suspended without a condition concerning the payment of the fine.

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THE NOLLE PROSEQUI

This motion, commonly called "nolle," means literally and in practice, "I am unwilling to prosecute." It is made by the prosecutor and allowed or overruled by the judge. The Ohio law provides that the county prosecutor shall not enter a "nolle" "without leave of the court, or good cause shown, in open court." There is no such provision for the municipal court. In actual practice the granting of a "nolle" is almost entirely within the discretion of the prosecutor, as the judge usually without question takes the word of the prosecutor. The survey indicates that 14.27 per cent. of felony cases which had successfully passed the two preliminary examinations were nolled in the Common Pleas Court.

The chief criticism of the survey regarding the practice of "nolling" cases is the careless manner in which it is exercised. The prosecutors ask for and obtain nolles with little or no explanation to the court. No record is kept and in most cases even the prosecutors fail to remember the reason which prompted their action. This gives an opportunity for all sorts of irregularities and for at least the appearance of "inside influence with the prosecutor."

THE MOTION IN MITIGATION

In January, 1921, liquor cases resulting in 314 fines were filed in the municipal court. Thus the initiated public might, by mathematical process, determine that \$101,650 would come into the treasury. But in the name of a mysterious legal "motion" \$42,135 of this amount

was taken from these fines. Of the 314 cases, "motions in mitigation" were made in 193 cases and allowed in 114 cases. Thus through the magic of this "motion in mitigation" a judge may receive public approval for severity and still receive the grateful appreciation of a large number of "victims."

Not only does this motion provide an opportunity for official hypocrisy of a high order, but it adds again to the law's delay. In the cases referred to an average of 15.43 days was required to overrule a motion in mitigation and an average of 35.15 days to grant it. Delay always favors the party who can keep longest alive his motion in mitigation.

PERJURY

The whole story of the decline in character of criminal justice is told by the statistics on perjury prosecutions in Cuyahoga County in cases begun in 1919. Only 27 cases were brought in that year for "offenses against public justice," of which 20 were for bribery and seven for perjury. This means that less than 1 per cent. of the felony cases that year were for a crime which both bench and bar admit is common. Of the 27 cases which were brought to light only two were found or pleaded guilty, of which two one was "bench paroled," leaving one sentence executed. The survey impressively notes "behind the McGannon trial, therefore, is a community which recognizes the prevalence of crimes against public justice but seeks to vindicate the law in only a handful of cases in a year for such offenses and allows all but one offender to escape."

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RECOMMENDATIONS FOR JUDICIAL ADMINISTRATION AND PROSECUTION

SINGLE UNIFIED CRIMINAL COURT

The survey strongly recommends that Cleveland establish a single unified criminal court similar to that which has been established and is successfully operating in Detroit. This would involve the combination of the criminal jurisdiction of both Common Pleas and Municipal courts. It would permit the very greatly needed unification of the prosecution processes into one office and go far toward eliminating the lost motion which exists because of the division of jurisdiction between the courts.

A CHIEF JUSTICE FOR THE COMMON PLEAS COURT

The survey has pointed out very definitely the unsatisfactory conditions which result from the lack of an administrative head in the Common Pleas Court. This is a quite generally recognized need and the Bar Association prepared a bill for submission to the legislature in 1921, which bill, however, was not passed. This is an essential to the improvement of business in the Common Pleas Court.

CHANGES IN THE MODE OF SELECTING JUDGES

The survey does not go so far as to recommend the abolition of the present elective system of judges, but recommends a great change in the method. It is deemed by the survey impossible with the present state of public opinion to adopt the appointive system of selecting judges. However, it is probable that many of the present evils

can be eliminated by providing more protection for a judge already on the bench. Therefore, Mr. Smith recommends that judges should be elected for a term of six years at the beginning, and then that they should run for reelection for a longer term, each successive time, and that in every campaign for reelection they should run against their own record and not against a group of other candidates. Thus the question to be decided when a judge completes his term of office is, "shall he be retired or shall he be retained?"

THE ELIMINATION OF UNNECESSARY STEPS IN PROSECUTION

The survey recommends very strongly that the Grand Jury ought to be dispensed with, except in cases where extraordinary situations require a special inquiry. In straight cases, however, the Grand Jury is no longer necessary to a fair adjudication of a case. The Grand Jury has been done away with in many jurisdictions and the matter is no longer one of conjecture or experiment. This elimination of the Grand Jury would relieve the burden of prosecution of one of two preliminary investigations.

Another way of shortening the procedure of felony cases is already in practice to some extent—that is the bringing of cases directly to the Grand Jury without a preliminary hearing in the police court.

BUSINESS METHODS IN PROSECUTION

Steps should be taken to eliminate the present system of careless handling of affidavits in the absence of files,

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records or dockets, the absence of stenographic records of testimony of preliminary examination and the entire absence of scientific and thoroughgoing methods of investigating crimes. There should be in each of the prosecutors' offices adequate methods for handling large amounts of business. There should be a system of record keeping established and maintained. There should be a chief clerk in both municipal and county offices, such as has been established in the county office. There should be facilities for investigating crime, including the use of modern psychiatry and kindred sciences in the investigation of criminal cases. Moreover there should be a logical division of work among the assistants in both offices to supplant the present hit or miss practice which is so particularly revealed in the municipal prosecutor's office. The chief municipal prosecutor should become primarily an executive official, qualified by capacity and experience to be the executive head of a large and important organization. Moreover, he has the power to become a leader for the community in matters relating to the administration of criminal justice; the same is true of the county prosecutor whose chief function should be, not the prosecution of individual cases, but the general supervision of a large and efficiently organized business office.

BUSINESS METHODS IN COURT

The survey has recommended in some detail changes in procedure and method for judicial administration. Chief among these are the segregation of trials or calendars, the use of the summons instead of arrests in a large number

of cases, stenographic report of testimony in preliminary hearing in the municipal court, and a toning up of the general decorum surrounding the operation of both courts.

THE MOTION IN MITIGATION

"The peculiar proceeding used in the municipal court called the 'motion in mitigation' has no proper place in the administration of justice and should be abolished."

THE PUBLIC DEFENDER SYSTEM

The report on criminal courts gives in some detail the need of a more modern method of handling those cases in which the burden of the defense as well as the prosecution falls upon the state. Mr. Smith recommends that while the public defender system which has been demonstrated in Los Angeles and which is now extended throughout the state of California, is a satisfactory, modern and efficient method, for the present Cleveland can trust this function to quasi-public rather than public hands. He recommends that the New York Voluntary Defenders' Committee be used as a model and that this organization should take over the work of representing poor persons in criminal cases in the manner now undertaken by the Legal Aid Society in such civil cases.

FURTHER SAFEGUARDS FOR THE NOLLE

The survey recommends that the nolle, which has become such a large element in the history of criminal cases in Cleveland, should be more adequately safeguarded from abuse. It should be filed like any other motion and should

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specify in writing the prosecutor's reasons for declining to prosecute.

ADEQUATE PROBATION AS AN AGENT OF THE COURT

The practice of the court in suspending sentences and operating largely in such cases without information should be remedied by the establishment of adequate probation departments. While a unified court would make possible the ideal condition, which would be a centralized and well-organized probation system for all sorts of cases, it was recommended by the survey that the Common Pleas Court immediately establish a probation system and that the probation system in the Municipal Court be unified and coördinated to a greater degree than at present. An adequate probation system is the only safeguard.

IMPROVEMENT OF JURY SYSTEM

The jury system, so unsatisfactory now, could be greatly improved by a simple change in the public's attitude toward jury service. Unless the intelligent citizens of the community assume a different attitude toward their obligations the present jury cannot be very greatly improved. In addition to this matter involving the change in public sentiment concerning jury service there should be more safeguards covering the service of summonses which would put an end to the present wholesale ignoring of the court's call. Excuse from the jury service should not be granted except for very extraordinary reasons, such as a death in the immediate family or cases of great emergency or danger of serious or irreparable loss. The

present system of maintaining jury commissioners who are competent and non-political in their interests is highly commended.

MORE ADEQUATE QUARTERS

So many of the evils connected with the administration of justice can be traced back to the unsatisfactory housing conditions which are present in both county and municipal courts. Decorum is to some extent dependent upon the physical conditions of the court room and decorum is one of the fundamental shortcomings of both courts. Adequate housing for the courts, the prosecutors, and other agencies of the courts means that Cuyahoga County must build an adequate building for criminal justice.

CORRECTION, PUNISHMENT AND PUBLIC OPINION

This report points out that we have in Cleveland three institutions typifying three different ideas of the way offenders should be treated:

The city and county jails belong to the age before prison reform. They typify the medieval view that offenders are the "scum of the earth," and that to purify the soul is to mortify the flesh.

The Warrensville Correction Farm was conceived in a fine idealistic spirit. It was the fruition of a splendid dream. But the revolution which it marked exhausted itself in marking out broad boundary lines and it ignored fundamental details.

The Boys' Farm, conceived and built in the same hu-

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manitarian era as the Warrensville institutions, combines the ideal with the practical. It is based upon sound philosophy of treatment and is marked in its administration by "that triad of modern progress, common sense, scientific understanding, and effective sympathy."

THE DEPARTMENT OF PUBLIC WELFARE

The city charter makes the director of public welfare the most important official in the city in that side of criminal justice which concerns correction and punishment for crime. He has under his jurisdiction the Warrensville Correction Farm, the Boys' Farm at Hudson, and Girls' Farm and the parole office.

The report states that there never has been sufficiently well-defined administrative unity within the department. It states that "it is a paper federation of bureaus, divisions, departments, and institutions without administrative cohesion."

The Warrensville Workhouse.—The criticisms which the survey makes apply particularly to the style of the building itself and to its administration at the time when the survey was made.

In the opinion of the survey it is very unfortunate that the building should have been built on the dormitory plan, as this permits too great a commingling of various kinds of prisoners. On the other hand, the survey speaks very highly of the quality of the building and its equipment.

The criticisms of the administration were much more serious. The survey found a fundamental lack of general planning at the head of the institution. There was a

tendency on the part of each officer to treat infractions of rules much as he deemed wise without definite control over this by the superintendent. The employment of the prisoners was marked by prevailing idleness and lack of well-planned work. There was an unfortunate lack of use of the prisoners in road work, probably on account of the many escapes during the past years. These escapes are far too numerous for an institution with proper management. The failure to plan the institution wisely is indicated by the presence of a woodworking plant which requires special technical knowledge and consequently is unused most of the time because of lack of prisoners skilled in that kind of work.

PAROLES

The director of welfare with his parole officer and the superintendent of the workhouse jointly exercise the power to parole from the Warrensville Workhouse. The survey speaks in commendatory terms of the Director's great interest in the work of parole and of the extent of his investigation of the circumstances of individual cases. A more extensive record system, both in the parole office and at the workhouse, is recommended in order that more cases may be handled by the existing parole officer.

PROBATION IN THE MUNICIPAL COURT

The probation system of Cleveland's municipal court has two branches—one a probation office for adult men and the other for women. Technically both offices are under the probation officer for men. In fact, however,

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they are now two entirely separate offices without unified plans, with a minimum of coöperation between them, and with inadequate facilities for carrying on their work. The chief probation officer has two assistants and the probation officer for women has two. These six officers are attempting to do the work which should be done by 20 officers. They have no clerks or typists. The filing system is not adequate for the work and the entire surroundings are such that good work is almost impossible. The men's probation office is conducted with an utter lack of efficiency. The court gives little or no decisive direction or oversight. The chief probation officer is without a constructive plan, but makes an effort day by day to meet the problems of the day. The probation officer for women and her two assistants have a much better plan of operation than that of the men's. There is a definite plan of work, a consistent and fairly well-kept record, a fair system of reports and a follow-up system which is as well thought out and administered as facilities will permit.

THE JUVENILE COURT

The survey's consideration of the Juvenile Court was limited chiefly to the scope and methods of the work of the probation department and to the important question of the application of psychiatry to the work of the court.

It found that the administrative shortcomings of the probation department were very great. The chief probation officer's time was too largely given to individual cases. His record system was inadequate, too much de-

pending upon his ability to remember details. The mass of work which he attempted to do himself was so great as to prevent him from adequately seeing his problem in its larger aspects, while too great discretion is permitted to rest with his office in matters involving very vital interests of persons coming to the court.

When the survey was made the Juvenile Court was entirely dependent upon the schools for mental examinations of cases of juvenile delinquency. The psychologist for the Boys' School conducted examinations of children committed to the Detention Home, while certain cases selected by the judge are examined by the head of the school psychological clinic.

RECOMMENDATIONS

The most important recommendations of the survey relating to the Juvenile Court are:

1. That an adequate probation department be organized under the direction of a chief probation officer having rank and salary equivalent with that of an assistant superintendent of schools. This officer should be a competent executive, able to get the maximum coöperation of other related social agencies, and should give his time wholly to the overhead executive work of his office.

2. Mental and physical examinations of children brought into the court should be given not merely in those cases in which the judge or probation officer, after "sizing them up," requires it. "There should be a mental and physical examination of every child brought into the Juvenile Court or its probation department, and an

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extensive interchange of records of examinations among all the agencies interested, before the case comes up in court for formal action." The survey suggests reasonable ways in which such examinations may be provided.

MEDICAL SCIENCE AND CRIME

The main recommendations of this part of the survey are contained in the chapter on Health.

The startling fact developed by Dr. Adler is that, except for some examinations provided for juvenile delinquents and in the exceptional case for an adult, Cleveland has practically no means of giving to criminal justice the great aid of modern medical science.

THE OBSOLETE OFFICE OF CORONER

When the survey was started the Cleveland Academy of Medicine appealed to the Foundation asking that attention be directed to the distressing need either of drastic legislation reforming the coroner's office or its complete abolition. Consequently a study of this office was added to Dr. Adler's report.

The office of coroner is governed entirely by statute. It does not appear in the state constitution, a fortunate circumstance for those who seek to abolish it. His chief duty is to determine in cases of sudden or unexplained death the causes of death and whether it resulted from unlawful means and in the latter case to fix responsibility for the crime and name the perpetrator. The coroner is elected at the November election in even years.

DEATH RECORDS

The main duty of the coroner being to determine the exact cause of deaths brought about "by violence" it is interesting to note what sort of determinations have been made in individual cases. The following, taken from the list of causes of death recorded by the coroner in 1919, are important reflections of the sort of assistance which the coroner gives in law enforcement. They stand impressively not only as indications that the exact causes of death are not determined in Cuyahoga County but as evidence that the humorous character of "crowners' quest law" did not die with Shakespeare:

- No. 22942: "Could be suicide or murder."
- No. 23178: "Aunt said she complained of pneumonia, looked like narcotism."
- No. 23203: "Believe strychnia used—viewed as suicide."
- No. 23241: "Looks suspicious of strychnine poisoning."
- No. 22987: "Found dead in shanty."
- No. 22990: "Head severed from body."
- No. 23035: "Could be assault or diabetes."
- No. 23187: "Diabetes, tuberculosis or nervous indigestion."
- No. 23512: "Could be diabetes or poison."
- No. 23551: "Died suddenly after taking medicine."
- No. 23670: "Loss of blood."
- No. 23686: "Shock."

RECOMMENDATIONS CONCERNING CORONER'S OFFICE

1. The office of coroner should be abolished.
2. A law similar to the New York or Massachusetts

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law creating a medical examiner should be enacted. Copies of these laws are appended to the survey.

THE BAR AND THE PUBLIC

THE RESPONSIBILITY OF THE BAR

The survey points out in several places the fact that responsibility for present conditions in the administration of justice rests to a considerable degree upon the bar of Cleveland. The outstanding observations concerning the bar as a whole are three in number:

1. It is not well educated.¹
2. It is inadequately organized and disciplined.
3. It does not give of the time of its best members sufficiently to criminal practice.

THE ORGANIZATION AND DISCIPLINE OF THE CLEVELAND BAR

The only manner in which provision is made for the organization and discipline of the Cleveland Bar is through the city's Bar Association. The organization, made up of 800 of the 1400 practising attorneys of Cleveland, is highly commended by the survey for many actions which it has recently taken to improve the administration of justice. It has for example been active in promoting a law providing for a chief justice of the Common Pleas Court. It has worked for the passage of legislation providing for bail bond commissioners. It was very active in taking

¹ See the summary of Albert M. Kales' survey report on Legal Education in Chapter X.

steps to secure the resignation of Chief Justice McGannon and the appointment of a satisfactory successor; it has consistently recommended and named competent lawyers for vacancies on the bench. However, Dean Pound points out that until the bar is incorporated and given power to discipline its members and to enforce standards of ethics it will not be able to perform its full measure of responsibility.

THE PUBLIC

WHAT IS "THE PUBLIC" IN CLEVELAND?

A cardinal principle in the philosophy of Dean Pound is the need of radical readjustment of legal institutions to fit the changed conditions of modern urban life. We are striving to meet problems peculiar to modern industrial life with a criminal law and judicial institutions devised to fit rural conditions of generations ago. This need of readjustment is especially marked in Cleveland. The population is unstable; school statistics show that 40 per cent. of the children in the public schools moved during the year 1920-1921. The census of 1920 shows that 30.1 per cent. of the population of Cleveland was born in foreign countries. While the population is thus unstable and cosmopolitan, the institutions are those of a past age.

Under rural conditions the population, small and homogeneous, could in a measure keep its eyes upon the administration of criminal law and enforce a degree of discipline upon the public official which insured a fairly adequate administration of the law. Today the average citizen of Cleveland knows the lawyers and judges chiefly

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from what he reads in the newspapers, and only casually from experience in the courts of litigation. Under such a handicap the judgment of the average citizen concerning the public official and his knowledge of what is going on is bound to be scanty and confused.

THE NEED OF INFORMATION AND LEADERSHIP

With such a "public opinion" to deal with there is need of strong civic leadership. The survey found a number of agencies, each in a limited degree interested in the administration of criminal justice. The Cleveland Automobile Club watches and promotes the prosecution of criminal cases involving the theft of automobiles; the Cleveland Chamber of Commerce, through its Safety Council, watches traffic cases, and through its Retail Merchants' Board the prosecution of cases of fraud and shoplifting involving retail merchants; the Humane Society, cases involving children and animals; the Advertising Club, the prosecution of "fake" advertisements; and the Woman's Protective Association certain cases involving women. In addition the Civic League reports upon and recommends candidates for office, including judges and prosecutors. The Bar Association's work has already been described. But these agencies, each effective in a limited sphere, do not include within the scope of their interest the entire problem of criminal justice.

In practically all of the reports the problem of improvement came ultimately to the need of an informed and active public opinion. Such an opinion should not operate casually as in the past—deeply concerned for a while and

then indifferent. It should constantly require a high standard from its public officials and in order properly to measure their work should have reliable means of information.

The survey was intended to do no more than analyze the problem in its entirety, to point out the essential improvements and to show the way by which such changes can be brought about. More important still, it had an educational value. It was intended to capture public interest, to get a large number of people to think simultaneously about this specific problem and to use this public interest that something permanent might result from it. Those responsible for the survey could afford to indulge a quiet bit of inward amusement when the cynics said "yes, but everyone will soon forget it." It was intended from the beginning not merely to rouse interest but to use an aroused interest to promote permanent and intelligently directed facilities for informing and leading public opinion. This result has been achieved in the formation of the Cleveland Association for Criminal Justice.

THE CLEVELAND ASSOCIATION FOR CRIMINAL JUSTICE

The Cleveland Bar Association, in its resolution requesting the Foundation to make the survey, pledged itself not only to coöperate in the making of the survey, but to aid "in bringing about the adoption of the constructive measures therein recommended." In line with this pledge the Bar Association, after the survey reports had been given to the public, selected a committee "to take up with the Cleveland Foundation . . . the

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matter of establishing an organization for the promotion of efficient administration of criminal justice." The chairman of this committee was Homer H. McKeehan.

As a result of a number of conferences of not only representatives of the Bar Association and the Foundation, but a number of other civic bodies, there was formed in December, 1921, the Cleveland Association for Criminal Justice.

This organization is an association of the great civic organizations of the city. The number of charter members is 13, including the following organizations:

- The Cleveland Bar Association
- The Cleveland Automobile Club
- The Cleveland Chamber of Commerce
- The Cleveland Advertising Club
- The Cleveland Academy of Medicine
- The Cleveland Real Estate Board
- The Civic League of Cleveland
- The League of Women Voters
- The Women's City Club
- The Cleveland Builders' Exchange
- The Cuyahoga County Council of the American Legion
- The Cleveland Chamber of Industry
- The Industrial Association of Cleveland

Under the articles of the association each of these organizations elects two members of the board of directors, with an additional 12 selected at large. This board of directors chooses an executive committee and the officers of the organization. As has been mentioned, the members of the association are organizations, not persons. There is, however, provision for the enlistment of smaller civic

organizations, such as church clubs, as auxiliary members and for interested individuals as associate members.

In general the functions of the association will be as follows:

1. To exercise a constant surveillance upon the processes of justice, to the end that the public may be constantly informed as to conditions, both good and bad, which exist in the field of criminal justice.
2. To assist those in authority to make improvements where desirable in the organization and operation of the agencies of criminal justice.

The association has assured itself of financial support and plans to continue for an indefinite period of not less than five years. As operating director, the association has selected Mr. Charles DeWoody, who took office January 1, 1922.

There has thus been created an agency, backed by the aggregate power of the most important civic organizations (including over 40,000 individual members), to represent the all-important public interest in the processes by which life and property are protected in a great city.

*The First Three Months of the Association for Criminal Justice.*¹—“Card Index Protective System: To guard against failure in prosecutions, the Association has installed and is operating a carefully worked out card index system. It is now possible to tell instantly the status of every felony and major crime committed in Cuyahoga County, with complete information as to the nature of the offense, the person or persons arrested, the injured party and the

¹ From Mr. DeWoody's report.

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exact status of the prosecution. There is no other one office or record in the courts or police department where such complete information regarding a given case can be obtained. Two observers for the Association are in constant daily attendance at the police headquarters, municipal court and common pleas court, the first records being taken off by the observer at police headquarters at seven-thirty each morning. As there are nearly 20,000 felonies and major crimes committed annually in Cuyahoga County, growing out of which there are something less than 5,000 arrests in connection with the same, a very effectual system is required to record at all times the exact condition of every one of these cases in the different courts.

"The system, as installed, constitutes a double check from the moment of the arrest of a person accused of a crime until the case is finally and definitely disposed of by conviction and sentence, or dismissal, and protects it against the possibility of being neglected, dropped or overlooked by either of the several courts, offices, departments and officials, through whose hands a given case must pass from the arrest through preliminary hearing, indictment, trial, sentence, to completion."

"One of the most important functions of the card index system is that it records every bondsman who appears to release a person arrested, disclosing every bondsman who repeats or appears as bondsman in more than a single case, thereby automatically bringing to the attention of the Association 'professional bondsmen' so that action can be taken before the courts for their elimination."

"Another important function of the card system is that

it permanently records and discloses at each and every step of every criminal proceeding through all of the courts the name and identity of the judge and particular prosecutor or assistant prosecutor or other official who handles a given step in the procedure, thus permanently fixing responsibility in each instance for the action taken in a given case."

Elimination of Preliminary Hearings: "Among the results, with the accomplishment of which the Association has been actively identified, looking toward the relief of congestion in the criminal courts and the speeding up of criminal prosecutions, nothing thus far accomplished is comparable in importance with the change in procedure eliminating preliminary hearings in municipal court in felony cases, and taking the cases directly from the police to the grand jury of the common pleas court. Much of the congestion in the municipal police court has been due in the past to the fact that about 3,242 (1920) felony cases are tried there each year, an average of about 10 cases per day, which felony cases consume by far the greatest amount of time in their hearing. Furthermore, the old practice of trying out cases in municipal police court resulted in not only fully acquainting the defendants with every detail of the State's case, but enabled him to secure a stenographic record of the testimony of the State's witnesses as a basis for cross-examination and harassment later in the common pleas court."

"Some idea of the improvement resulting from thus eliminating preliminary hearings and the extent to which important criminal cases are now speeded up is gained

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from the fact that in the analysis made by the Cleveland Foundation survey, it was ascertained and reported, the average time between arrest and indictment of all felony cases instituted during the year 1919 was $21\frac{1}{2}$ days—approximately three weeks; the card index record of cases handled during the month of March, 1922, shows the average time elapsing between the date of arrest and the date of indictment under the new system of procedure to have been $6\frac{3}{4}$ days, or one-third the time formerly consumed in a procedure which the Foundation survey very appropriately denounced as ‘unnecessary and injurious.’”

CHAPTER VII

COMMERCE AND INDUSTRY¹

DURING 1920 the volume of business operations in Cleveland was reflected by bank transactions that averaged \$30,000,000 a day. In 1921 commerce and industry had so contracted and slowed down that the average was only \$21,000,000 per day. A general shrinkage of

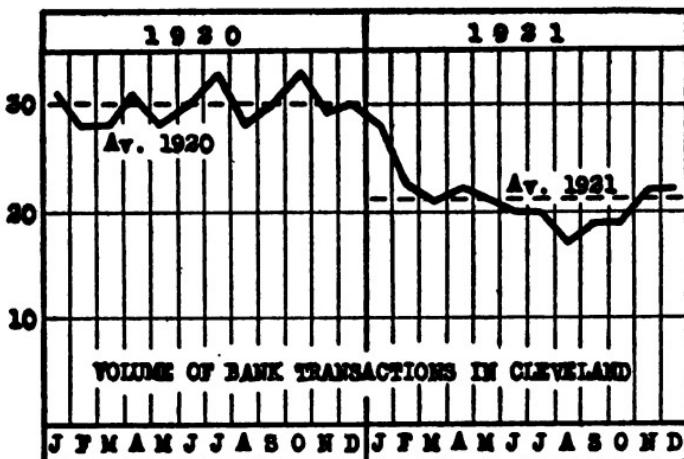


Diagram 7.—Bank transactions in Cleveland in millions of dollars per day

business characterized the year. In the opening months it was rapid and carried to a completion the contraction that began in the summer of 1920. The lowest point of business

¹ Text and diagrams prepared by Leonard P. Ayres.

COMMERCE AND INDUSTRY

depression was probably reached in August. In that month bank transactions amounted to only \$17,000,000 a day, which indicated a volume of business only about half as great as that which was being done one year earlier.

The course of this shrinkage is shown in Diagram 7. The line shows the average bank transactions in millions of dollars per day. It indicates how well the high level was sustained until near the end of 1920, and the rapidity with which the decline came in the closing months of that year and the early part of 1921. After the low record was made in August a recovery began which brought the figures for the two final months of 1921 up 30 per cent. above those of the midsummer extreme depression.

IRON AND STEEL

Perhaps the most important cause and symptom of the slowing down of business in Cleveland is to be found in the prevailing depression of the iron and steel industries. In Cleveland, as elsewhere, it has been the most severe in their history. In July steel production had fallen to less than 20 per cent. of plant capacity, which is the lowest relative ratio ever recorded.

The production of steel is one of the most significant of business barometers for the country in general, and quite the most important that there is for the Cleveland district. Closely related to it and of similar significance is the production of pig iron. In March, 1920, there were 67 blast furnaces operating in Ohio and one by one they were closed down until in July of 1921 there were only 13, or less than one in five, still operating. From that time on

there was rapid recovery to 28 at the end of the year. This is less than half of the maximum, but it is more than twice as good a showing as that made at the low point during the summer. Increases in pig iron production and steel output in the latter part of 1921 are hopeful indicators of a gradual improvement in general business.

EMPLOYMENT

At the close of 1921 employment in Cleveland industrial establishments was at a low ebb, but with the new year a gradual improvement began which reflected increasing activity in iron and steel and their related industries. Diagram 8 shows the number of thousands of workers em-

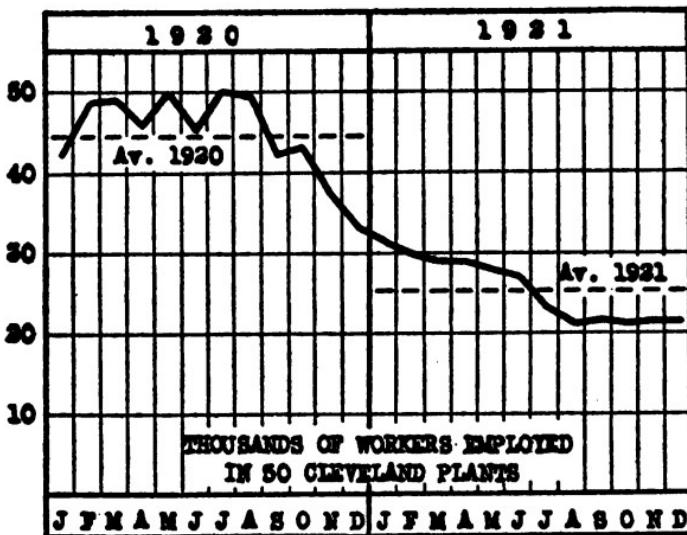


Diagram 8.—Thousands of workers employed each month in 50 Cleveland industrial plants

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ployed in 50 industrial plants in Cleveland during each month of 1920 and 1921. In the summer of 1920 these establishments regularly employed about 50,000 workers. During the autumn of that year the number fell rapidly until it was only a little more than 30,000 at the beginning of 1921. The decline continued until midsummer, when the number employed was down to 21,000, and there it remained up to the end of the year. The figures for January and February, 1922, showed increases and it now appears that the low point in industrial employment has been passed in Cleveland, and that the coming months will bring expanding payrolls. Unemployment in commerce, transportation, and other occupations has not been so severe as in industry, but it is probably true that the number of people out of work in the later months of 1921 has ranged from 100,000 to 125,000.

BUSINESS DIFFICULTIES

The year just passed has shown a marked increase in the number of firms in Cleveland that encountered such severe business difficulties as to go into insolvency. Diagram 9 shows the number of firms failing each month in Cleveland during the past five years. The data are furnished through the courtesy of R. G. Dun and Co., and cover Cleveland, East Cleveland, and Lakewood. Three times as many firms failed in 1921 as during 1920, and their liabilities were more than six times as great. The average business mortality for 1920 was nine per month, and that for the year just ended was more than 26 per month. The figures at the top of the diagram give the average liabilities of fail-

ures during each of the five years, while the heavy line below shows the number of firms failing each month. It is already clear that the record for 1922 will be high.

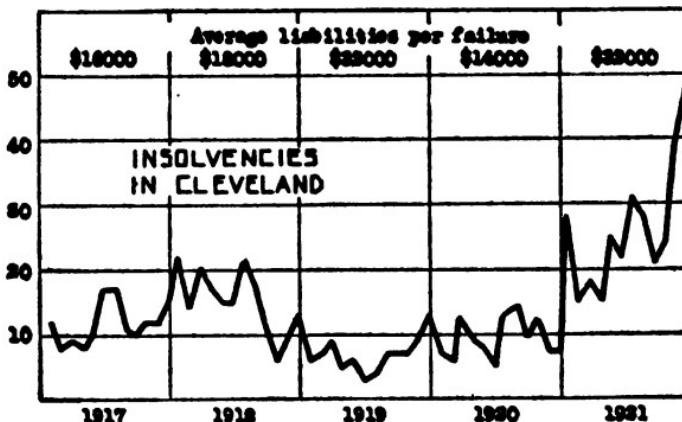


Diagram 9.—Business failures each month for five years in Cleveland, East Cleveland, and Lakewood

INDUSTRIAL SECURITIES

During the latter part of 1919 and the first month of 1920 the shares of common stock of ten of Cleveland's large industrial corporations were selling in the local stock market at an average price equal to 116 per cent. of their par value. From that point they fell rapidly until in August of 1921 their average value was 60. Diagram 10 shows the changing values of these securities during the past 11 years. The ten securities used are named within the diagram itself. The last recorded sale of each security for each month for the 11 years has been set down as a percentage of the par value of the stock. The averages of

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these figures were used to construct the diagram. The graphic presentation of these facts reflects the great additional wealth that the war brought to Cleveland, and the severe and rapid decline which carried business down to

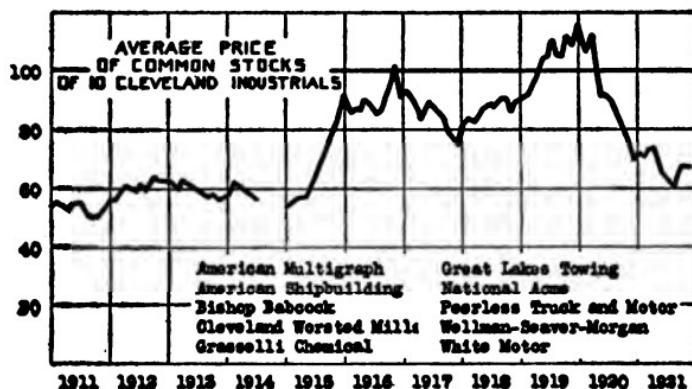


Diagram 10.—Average price each month for 11 years of the common stocks of 10 Cleveland industrial corporations

depression levels in 1921. The rise in these values since the middle of last summer gives ground for hope that the worst has been passed, and that gradual improvement may be expected.

BUILDING CONSTRUCTION

The construction industry in Cleveland has been more prosperous during 1921 than most others, and its present prospects are relatively good. Diagram 11 shows the number of millions of dollars spent annually during the past seven years in the city for two kinds of new construction. The bottom part of the columns in solid black shows the

expenditure in millions for business and industrial buildings. From 1915 through 1918 new construction of this sort amounted to about \$9,000,000 per year. These were

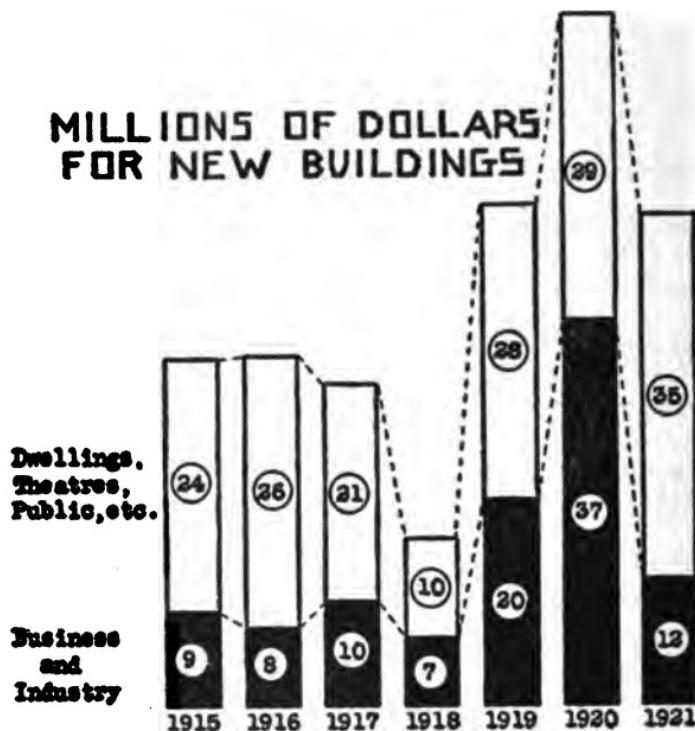


Diagram 11.—Millions of dollars expended each year for seven years in Cleveland for the construction of business and industrial buildings, and for the construction of dwellings, theaters, public buildings, etc.

years of great prosperity for the city and the industrial establishments made large profits. At the close of the war these profits were largely devoted to increasing the manu-

C O M M E R C E A N D I N D U S T R Y

facturing capacity of the city's industrial plants and erecting new office buildings. This accounted for the great increase which the diagram shows for 1919 and 1920.

While this expansion of business and industrial equipment was going forward, the city was spending less than its rapid growth demanded in the erection of dwellings, theaters, schools, and similar buildings. In 1921 these proportions were reversed, and construction was sluggish in those lines that provide for the production and sale of things, but active in the types of buildings that make provision for the shelter, education, amusement, and health of people.

The upper part of each column in outline shows the annual expenditure for buildings of this latter sort, and the amounts in millions are in each case indicated by the figures within the circles. The low record made in 1918 reflects the virtual prohibition of new building that was effective under government order in the latter part of that year.

The construction carried forward during the past three years was much more expensive than that undertaken before the war. The new factories and office buildings were largely erected at the very peak of building prices, and in the main represent a heavy investment for a moderate possible return.

E R E C T I O N O F H O M E S

The number of families provided for by new construction during each of the past 12 years is shown by the black columns in Diagram 12. Running across these columns is a

straight, slanting line showing the number of new families for which provision was needed to keep up with the growth of the city. The computation is made on the basis of each family consisting on the average of 4.36 people. The line is termed one of minimum requirements, for it makes no

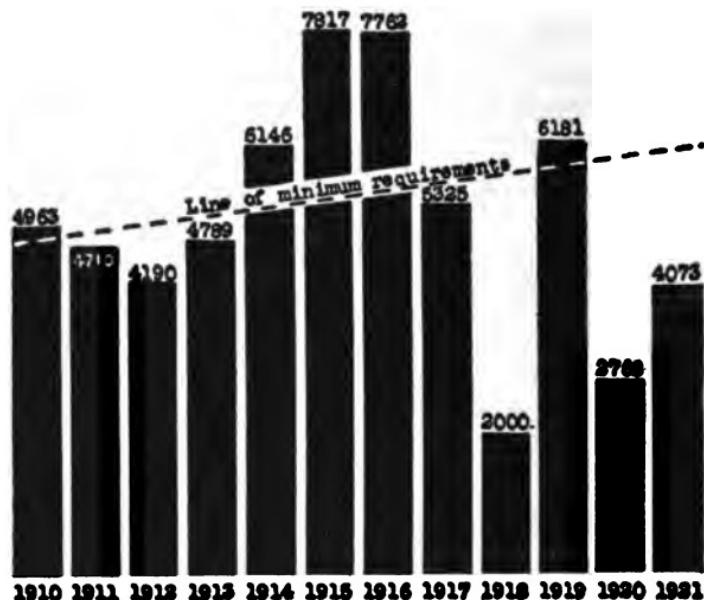


Diagram 12.—Families provided for by new residential construction in Cleveland each year for 12 years, and line of minimum requirements for such residential construction

allowances for the destruction and replacement of old houses, but only for the sheltering of the increase in population.

According to this comparison, new construction in 1910 was just about normal. In 1911, 1912, and 1913 it fell

COMMERCE AND INDUSTRY

somewhat below the city's needs. During 1914, 1915, and 1916 building operations were very active and considerably above the computed needs. In point of fact new construction during those years was taking care of an extensive influx of industrial workers attracted to Cleveland by its great wartime prosperity. In 1919, 1920 and 1921 the number of new families provided for has been much less than the growth of the city would indicate as necessary. There now exists considerable shortage of residential construction in the city which is being rapidly made up. It appears probable that this shortage will insure marked activity for the construction industry during 1922. In the years previous to our entry into the European war the cost of new construction for each family provided for ranged in the neighborhood of \$2,200. This increased to about \$4,200 in 1920, resulting in greatly increased figures for rent. It has declined in 1921 to \$3,900 and rent has accordingly dropped approximately 10 per cent. The costs of construction and rentals are still, however, far above their pre-war levels.

GENERAL CONDITIONS

A more extended review of commerce and industry in Cleveland during the past year would reveal further instances of contraction and readjustment. Bank clearings fell from \$638,000,000 in July, 1920, to \$356,000,000 in July, 1921, a decrease of 44 per cent. During 1920 the iron ore delivered at Lake Erie ports was 38,000,000 tons and in 1921 it amounted to only a little more than 12,000,000 tons. Rides in the street cars were at the rate of 38,000,000

a month in the summer of 1920 and had fallen to 30,000,000 a month in the summer of 1921.

Despite all these evidences of depression there is much to be said on the more hopeful side. There have been no bank failures and no inundation of insolvencies such as used to characterize periods of severe business stagnation. The credit conditions of the city are strong and ample to meet all needs. The Federal Reserve Bank has demonstrated its capacity to help business meet the shock of suddenly changing conditions without incurring disaster. During the year a great mass of frozen credits has been worked down by industrial production, or protected by long-term financing. The city faces the future prepared to compete efficiently for business and to carry on its full share of productive industrial activity.

SUMMARY

1. During 1921 commerce and industry in Cleveland were depressed. The volume of business done, as reflected by bank transactions, appears to have been about two-thirds as great in 1921 as it was in 1920.

2. Business prosperity in Cleveland is largely dependent on prosperous activity in the iron and steel industries, and that has been lacking during the past year. The output of these industries reached new low records during the past summer, but in the months since that time there has been a hopeful recovery.

3. Unemployment has been seriously great during the past year. The number of workers in 50 industrial establishments has fallen from about 50,000 to only 21,000. In

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the entire city it is probable that the number of unemployed has ranged from 100,000 to 125,000.

4. Insolvencies have greatly increased. Failures were three times as numerous during the past year as in the preceding one and their liabilities were more than six times as great.

5. The average value of ten industrial securities of Cleveland fell to 60 per cent. of par during 1921. At the beginning of 1920 they were at 116 per cent. of par.

6. Building construction has been active during the year. It has been largely residential in character and has consisted in only a small degree of industrial building.

7. During 1921 new building construction provided shelter for 4,073 families. A computation indicates that to provide for the natural growth of the city a minimum provision for 6,056 new families would be needed. There is still a shortage of residential construction in the city.

8. The year has brought great contraction and readjustment in commerce and industry, but there have been no bank failures and the credit resources of the city have proved ample. The present outlook is for slowly expanding and highly competitive business.

CHAPTER VIII

BANKING¹

THE year 1921 was a period of transition in banking, as in other lines. That Cleveland financial institutions followed the general trend toward deflation is shown by Tables 14 and 15, which indicate decreases in loans, borrowings, deposits, and currency circulation. At the same time, however, capital assets increased, relatively larger

TABLE 14.—COMPARATIVE STATEMENT OF NATIONAL BANKS OF CLEVELAND (IN THOUSANDS)

	Dec. 29, 1920 Five Banks ¹	Feb. 21, 1921 Five Banks	Apr. 28, 1921 Four Banks ²	June 30, 1921 Four Banks	Sept. 6, 1921 Three Banks	Dec. 31, 1921 Three Banks
Capital	\$6,675	\$6,700	\$5,300	\$5,300	\$4,800	\$4,800
Surplus	4,075	4,275	3,025	3,025	2,900	2,925
Undivided profits	1,467	1,066	1,163	1,166	1,312	1,329
Loans and discounts	52,639	54,209	43,603	43,668	44,637	38,778
Total de- posits	58,844	60,470	50,446	50,347	50,498	45,184
Total re- sources	80,230	81,280	66,258	68,057	64,412	64,195

¹ Totals adjusted after Union Trust and Central National mergers.

² Decrease from February 21 to April 28 resulted chiefly from merging of National Commercial with Guardian Savings and Trust Co.

¹ Text and tables prepared by Deane S. Kintner.

BANKING

reserves were accumulated, and many temporarily "frozen" loans liquidated.

TABLE 15.—COMPARATIVE STATEMENT OF OTHER THAN NATIONAL BANKS, CLEVELAND, 1921 (IN THOUSANDS)

	Dec. 31, 1920 Seven- teen Banks	Feb. 21, 1921 Fif- teen Banks	May 4, 1921 Seven- teen Banks	June 30, 1921 Seven- teen Banks	Sept. 6, 1921 Seven- teen Banks	Dec. 31, 1921 Nine- teen Banks
Capital Surplus and profits	\$25,958	\$27,483	\$38,834	\$38,875	\$38,825	\$39,021
Loans on realestate	37,502	38,257	32,803	31,836	32,904	32,796
Otherloans and discounts	124,100	126,240	133,140	136,959	140,950	145,682
Demand deposits	323,950	321,241	331,800	327,502	319,957	296,249
Savings and trust deposits	203,898	188,220	193,841	191,832	200,222	182,175
Total resources	335,317	331,915	326,364	334,515	322,259	320,985
	708,955	691,993	714,541	708,433	701,126	662,979

As a result of these changes, which fundamentally increased the banking strength of the community, the financial situation at the year's close was much more favorable than at its beginning. Money was more available, discount and rediscount rates declining, and bank clearings and debits expanding slightly. Demand for funds for industrial and commercial activities had slackened, so that

money as it accumulated was finding its way into investment channels.

NEW BANKS

New banking capital was added to the city's resources when the Reliance Trust Co., capitalized at \$200,000, began operations in March, to be followed in April by the Midland Bank, with \$2,000,000 capital, and by the Commonwealth Banking and Trust Co., capitalized at \$250,000, in December. Announcement was made of the contemplated organization of the First Joint Stock Land Bank of Cleveland, with \$1,000,000 capital.

BANK MERGERS

The year was characterized by continuance of the merger movement well under way when 1920 ended. Early in January the Union Trust Co., formed by consolidation of two national and two state banks, absorbed the Broadway Savings and Trust Co., and the Woodland Avenue Savings and Trust Co., giving the trust company total resources exceeding \$300,000,000; in March the Guardian Savings and Trust Co. acquired the assets of the National Commercial Bank; the State Banking and Trust Co. took over the Columbia Savings and Loan Co. in April; the Cleveland Trust Co. absorbed the Northern National Bank and Northern Savings and Trust Co., affiliated institutions, in July, and the Pearl Street Savings and Trust Co. merged the Home Savings and Trust Co. and the Clark Avenue Savings and Trust Co. as the year closed. As larger and stronger banking units were thus formed, the general

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**TABLE 16.—COMPARATIVE TABULATION, CLEVELAND BANKS, 1921
(IN THOUSANDS)**

	Capital Stock		Loans, Discounts		Total Deposits		Total Resources	
	Dec. 31, 1920	Dec. 31, 1921						
NATIONAL BANKS								
Total	\$5,295	\$4,800	\$40,222	\$38,776	\$43,401	\$45,184	\$61,452	\$64,194
B. of L. E. Co-operative	800	1,000	1,276	3,714	1,010	7,767	2,002	10,193
Central National	1,125	1,800	14,943	23,579	17,257	25,517	23,379	36,231
National City	2,000	2,000	10,970	11,483	12,271	11,900	16,780	17,770
National Commercial ¹	1,500	..	10,803	..	10,111	..	15,714	..
Northern National ²	500	..	2,230	..	2,752	..	3,577	..
STATE BANKS AND TRUST COMPANIES								
Total	26,458	39,225	451,091	441,497	587,274	534,661	712,361	662,979
American Savings	50	100	2,047	2,225	2,945	2,835	3,214	3,137
Broadway Savings ³	300	..	11,189	..	14,591	..	15,765	..
Clark Avenue ⁴	200	200	3,254	3,814	3,551	3,341	3,879	3,666
Cleveland Trust	4,500	4,500	83,611	85,438	103,344	103,092	120,235	120,114
Columbia Savings ⁵	100	..	2,087	..	4,345	..	4,670	..
Commonwealth Savings	250	..	..	..	..	..	..	275
Garfield Savings	600	600	12,951	12,239	17,183	15,082	18,180	16,430
Guardian Savings	3,000	4,000	54,921	61,682	70,338	68,274	87,278	92,753
Home Savings ⁶	125	300	1,792	2,043	2,912	2,899	3,229	3,343
Lake Shore	1,000	1,000	21,488	19,293	27,418	24,721	29,255	26,396
Lorain Street	200	200	4,085	4,449	5,068	5,803	6,082	6,726
Merchants Savings	..	50	..	442	..	430	..	511
Midland Bank	..	2,000	..	5,992	..	6,441	..	7,904
Morris Plan	500	500	3,054	3,416	2,976	2,982	3,414	3,886
North American	..	125	..	1,198	..	1,225	..	1,420
Northern Savings ⁷	250	..	339	..	111	..	426	..
Pearl Street	600	600	10,136	10,744	14,632	13,460	16,014	16,168
Reliance Trust	..	300	..	458	..	574	..	1,000
Society for Savings	..	..	..	..	..	..	..	..
State Bank	350	750	24,863	22,747	65,584	61,532	70,785	67,090
Union Trust	13,333	22,250	178,974	180,817	211,331	194,306	284,569	256,847
United Bank	1,000	1,500	15,442	16,524	17,501	16,748	20,017	21,023
Woodland Av. ⁸	350	..	13,684	..	15,206	..	16,296	..
Grand Total	\$32,383	\$44,025	\$491,313	\$480,273	\$630,675	\$579,845	\$773,813	\$727,173

¹ Merged with Guardian Savings and Trust Co., March, 1921.

² Merged with Cleveland Trust Co., July, 1921. ³ Merged with Union Trust Co., Jan., 1921.

⁴ Merged with Pearl Street Savings and Trust Co., December, 1921.

⁵ Merged with State Banking and Trust Co., March, 1921.

policy followed was to continue the smaller banks as branches of the controlling institutions.

The status of banking institutions of this city at the close of the years 1920 and 1921 is shown in detail by Table 16, which indicates the effect of the several consolidations in the intervening period.

The trend toward larger institutions serving the public through branch offices was further emphasized, early in 1922, when stockholders of the Cleveland Trust Co., Lake Shore Banking and Trust Co., and Garfield Savings Bank ratified the proposal to merge the three institutions as of February 11. By this merger the Cleveland Trust Co. became an institution with capital and surplus of \$13,000,000 and total resources approximating \$165,000,000. In February, 48 branch offices were in operation, with the forty-ninth under construction and the fiftieth announced.

The consolidation gave Cleveland the sixth as well as the fifth largest trust company in this country, the fifth being the Union Trust Co. Only six banks in the United States had larger savings deposits when the merger was consummated.

NEW BANK BUILDINGS

The Federal Reserve Bank of Cleveland, serving the Fourth District, early in 1921 began construction of its new ten-story building on Superior Ave. at E. 6th St. In January the National City Bank removed from Superior Ave. to Euclid Ave., occupying the remodeled building at E. 6th St. that bears the bank's name. In February the Morris Plan Bank began operations in its new structure on Huron Rd. near E. 9th St. The Union Trust Co. on

BANKING

May 9 assembled its downtown offices excepting the First Trust branch, in the remodeled Citizens' Building. Early erection of its projected 20-story building at Euclid Ave. and E. 9th St. was said to be contemplated as the year ended.

THE FEDERAL RESERVE BANK

Notable changes in the size and relation of principal resource and liability items of the Federal Reserve Bank are shown by Table 17. As a result of decreased loans to

TABLE 17.—COMPARATIVE STATEMENT OF CONDITION OF FEDERAL RESERVE BANK OF CLEVELAND (IN THOUSANDS)

	Dec. 30, 1920	Dec. 28, 1921
Total gold reserves	\$285,200	\$247,406
Total reserves	287,326	254,614
Bills discounted—secured by United States government obligations	95,424	42,709
All other bills discounted	103,909	67,688
Bills bought in open market	26,581	4,689
Total earning assets	250,557	128,693
Capital paid in	10,654	11,124
Surplus	13,712	22,264
Member bank reserve account	145,617	122,935
Total deposits	208,648	128,353
Federal Reserve notes in actual circulation	350,725	221,819
Federal Reserve Bank notes in circulation	22,715	5,791
Total resources	614,467	439,831
Ratio of total reserves to deposit and Federal Reserve note liabilities combined	59.1 per cent.	72.7 per cent.
Ratio of gold reserves to Federal Reserve notes after setting aside 35 per cent. against deposits	..	94.5 per cent.

member banks and other regional institutions, and of lower rediscount rates, this institution's earnings for the

year totaled only \$6,526,462, as compared with \$11,942,877 in 1920 and \$6,449,854 in 1919.

Reflecting the general situation three changes in rates charged member banks for loans were announced during 1921 by the Federal Reserve Bank. On February 10 a flat 6 per cent. rate, the high mark in the Fourth District, was established. By June 28, conditions had improved sufficiently to warrant reduction of the rate to $5\frac{1}{2}$ per cent. On November 7, two years after the first rate increase was made, to check inflation, a 5 per cent. level was established. Fractional declines in loaning rates of member banks were to be noted in the closing months of the year, but the depressed state of business prevented radical reduction before liquidation was complete.

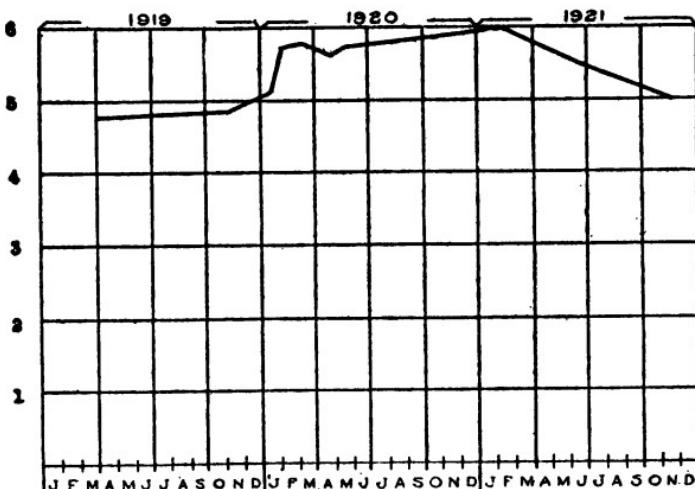


Diagram 13.—Fluctuation of the average discount rate of the Federal Reserve Bank, April 5, 1919, to Nov. 7, 1921

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BUILDING AND LOAN COMPANIES

Organization of new building and loan companies in Cleveland and its environs proceeded rapidly. On June 30, 68 such organizations in Cleveland had filed reports show-

TABLE 18.—COMPARISON OF CLEARINGS AND TOTAL TRANSACTIONS OF CLEVELAND BANKS (IN THOUSANDS)

	Clearings		Transactions ¹	
	1921	1920	1921	1920
Union Trust Co.	\$2,560,627	..	\$9,381,800	..
Cleveland Trust Co.	553,443	\$597,842	1,140,300	\$1,171,800
Guardian Savings	515,765	639,042	1,357,100	1,440,000
Central National	392,791	475,193	674,500	756,500
National City	201,497	267,457	472,100	623,100
Guardian (commercial office)	168,512 ²	..	..	..
Federal Reserve	76,020	64,704		
United Bank	63,909	86,202	111,900	141,300
Pearl St. Savings	56,073	66,018	83,000	100,600
National Commercial	45,268 ³	304,820	101,700	612,800
Northern National	33,037 ⁴	80,263	106,500	177,500
First National	..	2,321,237	..	6,415,900
Union Commerce	..	1,581,357	..	5,416,300
Citizens' Savings	..	293,163	..	594,200
Superior Savings	..	99,995	..	140,600
 Totals	 \$4,666,948	 \$6,877,387	 \$13,571,000	 \$17,590,000

¹ Member banks only; totals for all clearing banks, \$14,118,359,-000 and \$18,303,496,000 for 1921 and 1920 respectively.

² From March 1.

³ To March 1.

⁴ To July 21.

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ing an increase in assets from 51.8 to 64.4 millions in the preceding year. Under date of December 31, John W. Prugh, State Superintendent, reported that the number of associations in Cuyahoga County was 138, compared with 111 six months before. Of the year-end total, 25 had not qualified to begin operations.

TABLE 19.—COMPARATIVE TABULATION OF CLEVELAND BANK CLEARINGS, DEBITS, TRANSACTIONS (IN THOUSANDS)

	Clearings		Debits		Transactions	
	1921	1920	1921	1920	1921	1920
January	\$581,098	\$581,961	\$725,515	\$817,594	\$1,384,921	\$1,547,353
February	376,575	466,854	472,493	616,474	1,013,755	1,240,418
March	455,610	587,977	552,237	777,949	1,121,919	1,584,399
April	449,770	593,621	595,514	793,877	1,214,268	1,607,758
May	362,419	530,803	528,446	698,234	1,204,477	1,414,227
June	381,406	610,183	517,054	792,960	1,191,671	1,637,564
July	356,073	638,371	486,008	846,126	1,170,424	1,698,429
August	339,988	557,678	459,269	733,768	1,150,991	1,451,441
September	358,723	592,519	481,147	753,033	1,139,733	1,540,839
October	357,552	607,764	480,411	814,722	1,176,378	1,601,183
November	338,119	535,502	528,961	729,848	1,167,572	1,442,070
December	359,609	574,152	598,390	927,337	1,182,245	1,537,812
Totals	\$4,666,948	\$6,877,387	\$6,408,450	\$9,296,928	\$14,118,359	\$18,303,496

Official reports of the Cleveland Clearing House Association, as tabulated in Tables 18 and 19, show material shrinkage in clearings, debits and total transactions during the year 1921, due in general to depressed business conditions and to falling prices. In the case of clearings a third factor enters the merger movement. With fewer and

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larger banking units, more business is handled within banks and less between banks. Hence the decision of a number of clearing houses to discontinue publication of clearing figures in favor of total debits to individual accounts. This policy was adopted some years ago by the Federal Reserve Board, in the belief that debit figures constituted a more reliable barometer of business conditions.

In the accompanying tables, the clearing figures represent exchanges between banks. Debits are made up of debits to checking accounts, to savings accounts, to trust accounts, to United States Government accounts, to expense and miscellaneous accounts, and certificates of deposit paid. Bank transactions consist of debits to individual accounts, just enumerated, plus debits to country banks and bankers. The Cleveland Clearing House now publishes daily totals of clearing, debits and transactions.

CHAPTER IX

LABOR¹

BUILDING TRADES MOST PROMINENT

IN THE purely local affairs of organized labor, the relations of the building trades unions and their employers generally receive by far the most public attention. Their numbers are greater than any other group. The periodic stoppages of work which take place in their field are noticed more quickly by the public than those of any other group except the transportation employes; and the policies of all organized labor are to a large extent the policies of the building unions. The building unions claim 30,000 members here.

The general strike of the building trades, which took place March 1, 1922, was the second within 12 months. The other was the strike of May 1, 1921, which followed the expiration of the 1920-1921 agreement and which lasted five weeks.

The Building Trades Employers' Association in the course of the 1921 strike announced a wage scale of 90 cents an hour for the majority of the skilled crafts and its intention to introduce the open shop if a settlement was not reached. The strike was settled in June by arbitration under a plan advocated by the Plain Dealer. The

¹ Statistics regarding employment in Cleveland are given in Chapter VII.

L A B O R

new scale in general was \$1.04 for the skilled crafts. The strike tied up about \$25,000,000 worth of work.

Table 20 gives building trades wage scales since 1914, including the one prevailing up to the strike of March 1, 1922.

TABLE 20.—CLEVELAND BUILDING TRADES UNION WAGE SCALES

	1914- 1915	1915- 1916	1916- 1917	1917- 1918	1918- 1919	1919- 1920	1920- 1921	1921- 1922	Per Cent Increase over May, 1914
Asbestos workers	\$0.45	\$0.48	\$0.48	\$0.59	\$0.70	\$0.80	\$1.13	\$0.93	108.9
Bricklayers	.70	.70	.70	.80	.90	1.00	1.25	1.04	48.55
Carpenters	.55	.55	.60	.70	.80	.90	1.13	1.04	89.1
Cement finishers	.55	.55	.60	.70	.80	.90	1.25	1.04	89.1
Composition roofers	.38	.43	.50	.50	.65	.66	1.00	.83	121.4
Electricians	.60	.69	.70	.79	.90	1.00	1.38	1.10	83.4
Elevator con- structors	.60	.60	.63	.63	.75	1.00	1.25	1.06	77.1
Engineers	.50	.60	.60	.75	.85	1.00	1.25	1.04	108.0
Fixture workers	.38	.38	.50	.60	.70	.80	.88	1.10	166.6
Glassiers	..	..	..	..	.55 ¹	.60 ¹	.93 ¹	.80 ¹	..
Hod carriers	.31	.35	.40	.40	.55	.58	.88	.60	92.1
Iron workers	.70	.70	.70	.80	.90	1.00	1.25	1.04	48.55
Laborers	.28	.25	.35	.45	.55	.58	.88	.58	108.0
Lathers	.69	.69	.69	.75	.85	.85	1.25	1.04	51.3
Painters	.50	.50	.55	.60	.68	.80	1.13	.93	86.0
Pile drivers	..	..	..	..	..	..	1.00 ¹	.91 ¹	..
Plasterers	.69	.69	.72	.75	.88	.99	1.25	1.04	51.3
Plumbers	.63	.69	.75	.81	.90	1.00	1.38	1.10	76.0
Sheet metal workers	.45	.45	.50	.70	.80	.90	1.25	1.04	131.1
Slate roofers	.63	.63	.70	.80	.90	.90	1.25	1.04	66.4
Steam-fitters	.63	.63	.75	.75	.90	.90	1.25	1.04	66.4
Stone cutters	.63	.63	.63	.70	.80	.90	1.13	1.04	66.4
Tile setters	.59	.59	.60	.65	.75	.80	1.25	1.00	68.55
Per cent. increase over May, 1914	0	7.74	10.74	24.56	44.66	59.98	115.89	85.54	..

¹ Not used in computing average increase.

The report of the public group in the arbitration of June 9, 1921, had recommended that a permanent board of experts be created "to the end that the public may have

permanent representation in the settlement of wage disputes and all jurisdictional questions." No steps were taken to carry out this recommendation. The group also recommended that February 1 be substituted for May 1 as the annual date for the adjustment of wage scales.

JURISDICTIONAL DISPUTE

During the greater part of 1921 and early 1922 a national jurisdictional dispute involved the Cleveland carpenters' and sheet metal workers' unions. This controversy was of very long standing and concerned the question of which union had the right to install metal doors and trim. The National Board of Jurisdictional Awards, a joint body, ruled on the question but the United Brotherhood of Carpenters and Joiners of America resisted the decision, withdrew its representation from the board and announced it would fight the ruling.

As a result the carpenters struck on jobs in which they were refused the work of putting up metal trim. The Building Trades Employers' Association next locked out the union carpenters. Subsequent events were difficult to follow but it is generally understood that the carpenters worked without agreements with the question of the metal trim being left for settlement at some indefinite date.

Prior to the 1921 strike the Cleveland Chamber of Commerce had been directing its influence toward the acceptance of the open shop principle in the building industry. This effort was renewed early in 1922, accompanied by an effort to have removed the restrictive clauses in working agreements between the individual unions and employers.

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In a report of the building costs investigation committee of the Chamber of Commerce, dated February 7, 1922, the following conclusions, among others, were stated:

1. The restrictive practices developed under the closed shop are responsible for maintaining high building costs to a greater degree than any other factor in the building situation.
2. Some of these restrictions are not enforced because of unfavorable business conditions.
3. The efficiency of building trades labor is approximately equal to what it was in 1914.
4. Union dues and regulations, coupled with failure of contractors to train apprentices within the permitted ratios, probably will result in a labor shortage with a return to normal business.

1922 STRIKE OF BUILDING TRADES

The 1922 strike, beginning March 1, followed the posting of a scale of wages by employers ranging from 13 to 39 per cent. below the old scale. All the workmen employed on construction by members of the Building Trades Employers' Association struck. During the first few days of the strike informal understandings were reached by which a number of the so-called restrictive clauses in working agreements were to be eliminated, but on the question of wages it was impossible for the two sides to get together.

The general strike came to an end April 12, when the employers' association decided to resume paying the old wage scale pending negotiation of new agreements on wages to be effective the remainder of the year.

PRINTERS' STRIKE

The printers' strike was part of the country-wide movement of the International Typographical Union for the 44 hour week. It started May 1 and continued indefinitely. The movement for the 44 hour week dates back to the spring of 1919, when representatives of the international union and the closed shop section of the United Typothetæ of America, an employers' organization, effected an agreement to begin the 44 hour week on May 1, 1921. It was apparently the belief of both sides at the time that business conditions would continue indefinitely as they were on the date the agreement was reached.

The Master Printers' Association of Cleveland, which included a number of members of the closed shop section of the United Typothetæ of America, but was not itself a part of that organization, did not at the time take any action on the decision for the 44 hour week. As a result the dispute in May turned largely upon the degree of the obligation of Cleveland employers to carry out the national group's agreement. The quarrel became very complicated and, without discussing its various turns, finally resulted in the organization locally of a separate body of closed shop printers which endeavored to carry out the national agreement for the 44 hour week.

Two organizations of employing printers now exist in the field, the Master Printers' Association of Cleveland and the Employing Printers of Cleveland. The former is now exclusively open shop. The latter is the 44 hour week association but is not exclusively closed shop. In-

LABOR

formal relations exist between it and the Cleveland unions and an agreement is said to be in process of being effected.

MILK DRIVERS' STRIKE

The strike of the milk wagon drivers of the Telling Belle Vernon Co. and its subsidiaries took place November 2, lasted six weeks, and affected between 75 and 80 per cent. of the city's milk deliveries. The strike resulted from the announcement of a 20 per cent. cut in wages. Although milk deliveries were seriously interrupted the strike went badly for the union. The company declared for an open shop. Through the mediation of city authorities a settlement was patched up whereby the employes took a wage reduction while the company agreed to re-employ half the men at once and give employment to the remainder as fast as vacancies occurred. The question of the closed vs. the open shop was handled in the agreement by the following stipulations: "Membership in the union is to affect employment in no way. Employes are to be free at all times to state their grievances individually or collectively through their representatives." This form of relation differs but slightly from the open shop.

TRADE AGREEMENT IN GARMENT INDUSTRY

The Cleveland locals of the International Ladies' Garment Workers' Union and the Cleveland Garment Manufacturers' Association renewed their continuing agreement in December, 1921, under which relations are now going on in the majority of the garment shops. Strikes were

called in a small number of plants which withdrew from the agreement.

TEXT OF IMPORTANT PROVISIONS IN GARMENT TREATY

STANDARDS OF PRODUCTION

The principle of week work is reaffirmed. In accordance with the agreement heretofore entered into by the Association and the Union, the wage paid thereunder shall have due regard to the productive value of the individual worker, based on fair and accurate standards, which standards shall be under the joint control of the Association and the Union and subject to review by the Referees. Such production standards shall be installed in all shops and departments as soon as the individual manufacturer is prepared for the installation. Until July 1st, 1922, departments and shops not upon standards shall continue the wage plan now in effect in the individual departments. After that date each manufacturer signatory to this agreement shall adopt either production standards or straight week work in all departments of his shop unless otherwise ordered by the Board of Referees or their representative. Such week work wage, based upon the productive ability of each worker, but not less than the minimum, shall be paid.

GUARANTY OF EMPLOYMENT

Reaffirming and continuing the plan provided by the Board of Referees in their decision of April 22d, 1921, and agreed to by the Association and the Union, each worker shall be guaranteed beginning January 1st, 1922, not less than forty-one weeks of employment in each year or pay at two-thirds his minimum so long as the fund in his shop as hereinafter limited shall enable this to be done. Each manufacturer shall lay aside each week $7\frac{1}{2}$ per cent. of his direct labor payroll to constitute an assurance of employment fund. Any worker in any shop who has been idle eleven weeks during the calendar year shall hereafter be entitled to draw upon such fund for any day of unemployment at the rate of two-thirds of his minimum wage.

L A B O R

The most important features of this relationship are:

1. Provision for the periodic adjustment of wage scales by a board of impartial referees who represent the public.
2. Provision for the installation of standards of production under which employes are to be paid a weekly scale with incentives for productivity.
3. A guarantee of 41 weeks' work a year or its equivalent in pay by the employers.

On February 1, 1922, Major William J. Mack, who had served as impartial chairman since the beginning of the agreement, retired, as it was realized that he had during his tenure set up so many precedents that the full time services of an impartial chairman were no longer needed.

The conditions in the garment industry, particularly the development of the scientifically determined standards of production, have attracted the attention of students of industrial relations throughout the United States and a number of European countries.

RAILWAY LABOR

Developments of the year in railway labor are part of national industrial history and must be passed over here, although the city is the headquarters of three of the train service brotherhoods. The Brotherhood of Locomotive Firemen and Enginemen occupied its new eight-story building in the fall.

CHAPTER X

EDUCATION

PUBLIC SCHOOLS¹

ENROLLMENT

ONE hundred and thirty thousand children and 13,479 adults were enrolled in the public schools in the year 1920-1921 as compared with 122,634 in 1919-1920. To render service to this number 4,056 teachers were employed in the day schools and 384 in the evening classes. Ninety-seven elementary, 16 junior high, 10 senior high schools, and the Cleveland School of Education were in use.

Enrollment showed 9,173 children in the kindergarten, 83,665 in the first six elementary grades (including those in such special classes as blind, fresh-air and mentally defective); 23,201 in junior high schools and seventh and eighth grades; 13,035 in senior high schools; 725 in special schools, which includes the schools for crippled and deaf children and the Boys' School.

In the normal department of the Cleveland School of Education 291 young women received instruction.

Trade training classes in Cleveland and neighboring cities, for the purpose of fitting skilled mechanics to become teachers of shop subjects in junior and technical high schools enrolled 765 students. Apprenticeship classes enrolled 259.

¹ For building program see Chapter IV.

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In the special rehabilitation classes for soldiers at West Technical High School 160 were enrolled.

Night high schools enrolled 5,779, night elementary 7,700 and community centers 12,412.

Increased High School Enrollment.—With no greater facilities than in 1919–1920 the high schools enrolled about 25 per cent. more pupils in 1920–1921. This increase in enrollment is attributable to three things:

1. The Bing Law, effective last August, which provides that all children shall be attending school through the seventh grade until 16 years of age, and that all children be either regularly employed, or in school until 18 years of age.

2. The general business depression which left many young workers out of employment.

3. The Go to High School Campaign instituted by the Board of Education.

Copies of Give Yourself a Fair Start—subtitled High School—What It Is—Why It Pays, an elaborate booklet with many illustrations prepared by the division of publications, were distributed to all public school children graduating from or leaving the elementary grades. Many high schools sent pupils to address the higher elementary grades on the advantages and benefits of a high school education. Special editions of high school papers describing high school activities were distributed to elementary graduates. All factors combined resulted in a 25 per cent. increase.

RELAY AND SHIFT CLASSES

While the contemplated building program will not provide standard class rooms for all pupils next year, it is

expected to do away with relay and shift classes in the buildings which will be relieved. Relay and shift classes were established because there were in the buildings in which they are maintained 5,448 pupils in excess of the housing capacity of these buildings. In 1921 there were 230 relay and 73 shift classes. Thirty-eight was a low average of the number of pupils in each class. This average gives a total of 11,514 pupils attending school on the shift or relay plan.

In addition to the 11,514 children in such classes there were 10,982 pupils housed in auditoriums, basements, portables, and rented rooms.

It was estimated that the proposed building program would abolish 141 of the 230 relay classes, and 58 of the 73 shift classes.

NEW ACTIVITIES

Increased attention is paid to vocational guidance, a teacher and counsellor of that subject being installed in every high school. The military training staff has been increased from two commissioned and 12 non-commissioned officers to six commissioned and 13 non-commissioned officers.

In the junior high schools a much larger application of mental tests is made. All who enter are given mental tests and put into one of several groups as a result of the test. No non-standard junior highs are eliminated. By non-standard is meant the seventh and eighth grades in elementary buildings. Forty more teachers have been added to the junior high staff, bringing the total to 883.

"Laboratory work" was begun in September, 1921, in

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Gordon, Alabama, Warner, and North Doan elementary schools. It is proposed to experiment with new ideas and methods of teaching, and if they prove practical and workable, to apply them to the rest of the elementary schools.

Early in 1921 a study of the business organization of the entire school system was started by Ernst & Ernst. Reorganization, resulting in the abolition of a few minor positions, has resulted, and more changes are contemplated.

One new member has been added to the superintendent's staff, a supervisor of over-age classes. More than 300 children are enrolled in these classes, comprising, in most cases, children from the south whose education had been neglected and children from foreign countries.

The division of publications, in addition to editing the fortnightly magazine, School Topics, has issued a number of monographs on the work and interests of the schools for the information of citizens. It also published and distributed the booklet, Give Yourself a Fair Start, referred to above, which was distributed to children leaving the elementary grades.

BUDGET

To maintain and operate the schools during 1920-1921 the sum of \$17,963,349.06 was required. Of this amount \$3,469,584.02 was spent for new buildings. Estimated expenditures for 1921-22 are as follows:

1. New buildings, \$9,000,000.
2. Bonds, interest and sinking fund, \$2,547,443.
3. Operation and maintenance, \$13,420,000.

The Board of Education asked the county budget commission for \$14,435,500 for the year 1922-1923, but because

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of the decrease in the tax valuation in Cuyahoga County, the commission reduced this amount by \$1,387,000.

One million dollars diverted to the Public Library last year will not be so diverted this year, due to the passage of the Bender Bill. Other bills passed which will prevent loss to the school fund or mean actual financial gain are:

1. The Brand Bill, which changed the method of taxation for weak school districts throughout the state, and reduced Cleveland's contribution to outside districts from \$600,000 to \$300,000 annually.
2. A Depository Bill, which provides changes in the methods of banking school funds, whereby Cleveland schools will get from \$100,000 to \$200,000 annually in interest money.
3. A bill which increased the state's allowance for the education of blind, deaf and crippled children, whereby Cleveland schools will receive from \$25,000 to \$50,000 more annually for this purpose than previously received.

THE SCHOOL BOARD

As a result of the November, 1921, election, Rees H. Davis and Oscar Horn succeeded Bascom Little and B. D. Quarrie as members of the Board of Education.

Organization of the Board for 1922 is as follows:

President—E. M. Williams (re-elected).

Vice-president—Rees H. Davis.

Committee on Educational Matters: Mrs. Clara Tagg Brewer, Mrs. Virginia D. Green, Rees H. Davis.

Committee on Business Management: Oscar Horn, F. W. Steffen, J. H. Harris.

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CATHOLIC PAROCHIAL SCHOOLS

In April, 1922, Rev. William A. Kane resigned as superintendent of the parochial schools of the diocese. A school board, consisting of Rev. Dr. Francis T. Moran, Rev. Gilbert P. Jennings, Rev. Wenceslas Krzycki, Rev. John W. Becka, and Rev. John Shaffeld, has been appointed by Bishop Schrembs to take charge of the diocesan school system.

ENROLLMENT

Fifty-eight thousand five hundred children are attending the Catholic parochial schools of the diocese of Cleveland, according to the seventh annual report. Fifty-five thousand of these pupils are in the elementary grades, 2,150 in the high schools and 750 in the commercial classes. The figures show an increase for the year of 2,232.

Nine schools have an enrollment of 1,000 or over. These are: St. Stanislaus, 2,015; St. Vitus, 1,810; St. Ignatius, 1,152; St. John Cantius, 1,119; St. Colman, 1,115; St. Patrick, 1,068; Holy Name, 1,033; St. Ladislas, 1,009; St. Wendelin, 1,000.

TEACHING STAFF

One thousand and ninety-one women members of religious orders and 79 lay teachers comprise the teaching staff. There is a shortage of 300 teachers due to the sudden increase in attendance.

Announcement has been made that Loyola High School at 10620 Cedar Ave., in charge of the Jesuits for a number of years, will be discontinued upon graduation of the pres-

ent classes. This step has been taken because of lack of teachers.

NEW SCHOOLS

Notable additions to the school equipment of the diocese during the year were: St. George's Lithuanian school, 67th St. near Superior; St. Joseph's school, St. Clair and E. 144th St. and St. Philomena's school, Euclid and Vassar Sts., East Cleveland.

St. George's new building was dedicated by the Bishop during the summer. It cost upward of \$200,000. St. Joseph's new combination church and school building will be ready in the spring. This also cost about \$200,000. St. Philomena's school is the enlargement of the original building to accommodate 600 pupils and to provide a large room for gymnasium purposes. It was dedicated by Bishop Schrembs January 18.

LANGUAGE SCHOOLS

The language schools have not been reviewed this year, as a full report of them was given in the 1921 Year Book. The teaching of Hebrew has received new impetus through the opening of the Hebrew Institute at 2491 E. 55th St., which was erected to the memory of Rabbi Samuel Margolis, who died four years ago. This Institute is especially equipped to encourage the study of Hebrew, having a library of 5,000 volumes of the best writings, excellent class rooms and teachers.

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BUSINESS COURSES

Opportunities for securing business administration training in Cleveland in evening schools were extended during 1921-1922. Western Reserve University has opened evening courses in business English, business law, business psychology, life insurance, principles of economics and public speaking. The interest and enrollment in these courses indicate the service which Western Reserve will render in extension school education.

The American Institute of Banking has greatly extended its educational program. The courses offered during 1920-1921 are political economy, commerce and banking laws, foreign exchange, money and banking, practical banking, elementary credits, business English, accounting and public speaking. The registration in this school was 1,016 students in 1921 as contrasted with an enrollment of 555 in 1920, the greatest increase in any of the larger night schools.

The Cleveland School of Technology of the Y. M. C. A. has coördinated its courses and organized a five year curriculum in business administration leading to the degree of Bachelor of Commercial Science. These classes are conducted in evening schools.

The Industrial Association centered its educational effort during the fall of 1921 upon the building of a business training course, offered by 16 leading business executives upon as many phases of business operation. The need for such a course was shown by an enrollment exceeding 300. Similar courses are to be given throughout the year.

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The Knights of Columbus have extended their educational program to include courses in auto mechanics, electricity, salesmanship, traffic management, and accountancy. The classes are open to ex-service men without charge.

The Cleveland Advertising Club has further developed what is known to be one of the best schools in the United States for instruction in advertising. In addition to the resident faculty the school retained 24 nationally known advertising experts who addressed the students. Through the coöperation of Western Reserve University the school is enabled to give credits as part of the University's extension work.

Other schools conducting courses in business training and related subjects are the Young Women's Christian Association, the Cleveland Association of Credit Men, the Spencerian School, and the John Huntington Polytechnic Institute.

NIGHT HIGH SCHOOLS

During 1921-1922 night classes teaching standard high school curricula have been organized by the State High School and the Y Preparatory Schools. The courses are so arranged that complete high school training can be secured in from four to five years of evening study. The schools have been accredited by the State Department of Public Instruction.

TRAINING FOR EX-SERVICE MEN

The Veterans' Bureau, formerly the Federal Board for Vocational Education, had over 800 men in training in

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Cleveland schools during 1921. These men were preparing for 133 employment objectives. In addition to the educational service given by regular schools more than 400 men were trained by placement work in Cleveland's offices and factories. The monthly government payroll to these students exceeded \$100,000 a month.

THE WORKERS' UNIVERSITY

The Workers' University was established two years ago by the International Ladies' Garment Workers' Union, as an out-of-town branch of the Unity Centers and Workers' University of New York. Special emphasis was placed on health, English, and economics.

In 1921-1922 classes in time studies and management were conducted as a part of the production program. The curriculum included classes in English, health, economics, the labor movement, and history. The work was directed by Miss Mollie Friedman, general organizer of the International Ladies' Garment Workers' Union and educational director of the local union.

HIGHER EDUCATION

RETIREMENT OF PRESIDENT THWING

Charles F. Thwing, for 31 years President of Western Reserve University, retired in November. His achievement in directing the growth of Western Reserve University from small beginnings to its present rank as a great university has been recognized by many public testimonials during the year. Dr. J. D. Williamson has been

appointed acting President and Dr. Thwing made President Emeritus.

PROPOSED MERGING OF WESTERN RESERVE UNIVERSITY AND CASE SCHOOL OF APPLIED SCIENCE

The retirement of President Thwing was made the occasion of public expression of a desire of students and alumni of both Western Reserve University and Case School of Applied Science and of Cleveland citizens that the two schools might merge. The trustees of each school are now giving consideration to ways and means of effecting the merger. If problems relating to the endowments of the two institutions do not cause long delay, it is possible that the appointment of a president of Western Reserve University will be deferred until the two schools have been combined.

WESTERN RESERVE UNIVERSITY DEVELOPMENT IN 1921

The year 1921 within which Western Reserve University held its 96th annual commencement and graduated the largest class in its history, witnessed many beginnings and changes which portend a new era of growth and development. The enrollment in September exceeded the 1920 figure by 8 per cent. The greatest increase, that of 27 per cent., was reported from the Law School.

The adoption of a new code of by-laws by the University board of trustees affects the administration. Under these by-laws, graduates of the University have elected 13 alumni to the board of trustees. A second provision has inaugurated a faculty composed of all deans and professors of the University. The former organization was by colleges. A third provision forms budget committees of the faculty, which largely places the responsibility for making

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budgets upon the department heads rather than upon the permanent head of the University. A fourth provides for the retirement of administrative officers and teachers at the age of 70 years. A fifth section provides for the almost unlimited freedom of members of the faculty in their teaching.

Gradually all departments of the University are being assembled upon the campus at University Circle. Every department is now housed in a building of its own at University Circle, with the exception of the School of Medicine at E. 9th St. and St. Clair Ave.

Budget.—The budget for 1921-1922 aggregated \$900,000—\$100,000 more than last year. As these figures do not include interest on the funds invested in buildings, grounds and equipment, the budget may be interpreted as meaning that more than \$1,000,000 will be spent next year by Cleveland's largest institution of higher education. Growth of the University, additions to the present facilities and the probable increase of salaries of some members of the faculty are given as the causes of the increase.

Tuition averages \$200 per person, but the cost of education varies from \$500 to \$1,300 a year.

THE COLLEGE FOR WOMEN OF WESTERN RESERVE UNIVERSITY

Has made an important extension of its work in the organization of a new department of nursing education. The plan is to offer a five year course, consisting of cultural and scientific college courses and work in hospital schools of nursing affiliated with the College, leading to the academic

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degree of Bachelor of Science and the hospital degree of Registered Nurse. The first class under this plan began work with the opening of the current college year.

The department of household administration now occupies a building of its own on Adelbert Road, which is well equipped with new laboratories.

During the summer the buildings on the campus of the College for Women were used for the teaching of French to students in the summer school conducted by the School of Education and Western Reserve University. About 200 students lived in the dormitories where only French was spoken.

Enrollment.—The enrollment for the current year in the College for Women is 699, of whom 120 are seniors who will be candidates for degrees in June.

The enrollment in Adelbert College is 599, of whom 82 are seniors who will be candidates for degrees in June.

CASE SCHOOL OF APPLIED SCIENCE

Case School of Applied Science received a gift of \$100,000 from Charles W. Bingham, a member of the board of trustees.

The recognition of the graduates of Case in the various engineering fields continues to support the quality of the work done in the school.

The enrollment for the current year is 668, and of this number 126 are seniors.

SEMINARIES

The plan to build a seminary at Cincinnati to provide theological training for students from each of the dioceses

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of the province of Cincinnati has been announced. As a result St. Mary's Seminary, on Lakeside Ave., Cleveland, one of the oldest Catholic seminaries in the United States, will be discontinued and replaced by a preparatory seminary.

In May, 11 young men were ordained to priesthood in the Cleveland diocese.

THE CLEVELAND FOUNDATION'S REPORT ON THE PROFESSIONAL EDUCATION OF TEACHERS

At the suggestion of the Joint Conference Committee of the Cleveland Board of Education and Western Reserve University, of which Dr. G. C. Robinson, Professor of Education in Western Reserve University, is chairman and Dr. Ambrose L. Suhrie, secretary, the Cleveland Foundation appointed and financed a commission to consider the teacher training program of the Cleveland School of Education and Western Reserve University and to suggest improvements and make recommendations as to how the work of the two institutions could be more fully coördinated.

The members of the Commission were: Professor William C. Bagley, of Teachers College, Columbia University; Dr. John W. Withers, Dean of the School of Education, New York University, and Dr. George Gailey Chambers, secretary of the faculty of the School of Education of the University of Pennsylvania.

The chief recommendations made by the commission in regard to the Junior Teachers' College, which is, in effect, the first two years of work of the Cleveland School of Education, were:

(1) To admit only those high school graduates who had stood in the upper two-thirds of their class, other graduates to be admitted only after passing rigid entrance examinations.

(2) To bring the teaching staff of the School of Education up to the highest university standards by offering salaries which would attract the best possible people.

The purpose of the Senior Teachers' College is to be, at present, the further education of teachers now in service in Cleveland and the vicinity. For this purpose the following courses are to be offered at the School of Education and Western Reserve University:

Courses for elementary teachers, for junior high school teachers, and for senior high school teachers, which would take up the special problems of teaching in the various grades.

Specialized work for teachers of special groups, as backward children, gifted children, immigrants, blind and deaf, and vocational training classes.

Classes for the preparation of principals and special supervisors.

Classes for officers and employes, such as school nurses, school physicians and custodians of buildings.

This plan, as recommended by the commission, is expected to bring certain definite improvements in the educational work of the city and vicinity, among which are the following:

1. Extension work of university grade will develop a more permanent teaching staff and at the same time eliminate the danger of stagnation.

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2. By bringing teachers together for systematic and coöperative study it will counteract the tendency of teachers to become dogmatic which is the result of dealing almost exclusively with immature minds. It also offers the teachers an opportunity to discuss their problems and make a constructive effort to solve them.

3. Coöperative study groups, where teachers of all grades—classroom teachers and supervisors—sit side by side, will lessen the distinctions of rank and foster a greater spirit of coöperation.

4. Since the future supervisors and principals will be chosen from these ranks their work will be made easier and more effective because they will know and be known by their co-workers.

5. The affiliation with Western Reserve University will bring to bear upon the problems of secondary and elementary education the specialized knowledge and somewhat detached viewpoint that a university organization permits. For this reason new methods can be devised which would never occur to those actually dealing with the practical problems of school work.

The accomplishment of these things will be evidenced by a more permanent and enlightened teaching staff in the public schools which in turn will result in greater civic and educational progress for the city.

LAW SCHOOLS

The Law School of Western Reserve University has an enrollment of 201, 55 of whom are seniors and will be candidates for degrees in June.

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The John Marshall School of Law has an enrollment of 400, 45 of whom will be candidates for a degree in June.

The Cleveland Law School of Baldwin Wallace University reports an enrollment of about 500 and a possible 125 who will receive degrees in June.

THE CLEVELAND FOUNDATION'S REPORT ON LEGAL EDUCATION

In the section of the Cleveland Foundation's report on the survey of criminal justice entitled Legal Education in Cleveland, the author, Albert M. Kales, reviews the standards of scholarship, equipment, curriculum, and entrance requirements of the various law schools in Cleveland and reaches the following conclusions:

1. That in standards in which the investigator made comparisons the Law School of Western Reserve University ranks with the best law schools of the country.
2. That the chief criticisms of the two night law schools, the Cleveland Law School and the John Marshall Law School, are as follows:
 - (a) The entrance requirements are too low. In fact any one who so desires may enter these schools regardless of preliminary education.
 - (b) Not enough classroom work is required. These schools require six hours a week for 36 weeks for three years in comparison to eight hours a week for 36 weeks for three years in first class law schools.
 - (c) Standards of scholarship are too low. This is due to the low requirements of the state bar examiners. Mr. Kales recognizes the fact that, in night schools

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run for profit, economic necessity demands that only the minimum requirements for admission to the bar be given in as short a time as possible in order to attract the greatest number of students.

On the basis of these findings Mr. Kales makes the following recommendations:

1. That no student be admitted as a candidate for admission to the bar on the certificate of an attorney unless the attorney has filed a statement of his desire to give such a course and an outline of the course to be given.
2. That it be required that all students before admission to the study of law shall have completed a four year high school course or its equivalent.
3. That the standards of the bar examination be raised so that the minimum hours of classroom work required for admission to the bar examination shall be 864. This would mean that the night law school course of six hours for 36 weeks in the year would extend through four years instead of three. This more nearly approaches the requirements for first class law schools.
4. That a committee be appointed by the bar examiners to examine all candidates for admission to the bar as to their moral fitness.

SCHOOL OF MEDICINE

The graduate course for physicians and surgeons which was started at Western Reserve University in 1920 was continued in May and June, 1921, and will be given again this coming May and June, indicating that it has become a permanent course.

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The only marked change in the curriculum is the addition of the department of military science and tactics. This is in charge of Professor Thomas E. Ferenbaugh, major, United States Army, who was detailed by the War Department for this service. This course, at present, is given only to the first and second year students, but the third and fourth years will be gradually added. Completion of the course leads to a commission in the Medical Officers Reserve Corps.

The list of demonstrators has been increased so that the teaching staff is raised from 123 last year to 143 this year.

The total student enrollment this year is 160. Twenty-five of these are candidates for graduation next June and one is a candidate for graduation in the fall of 1922.

The Medical School budget for the current year is \$222,981, representing an increase of about \$1,500, over last year's budget.

Active work on the new buildings of the group consisting of the Medical School, Lakeside Hospital, Maternity Hospital and Babies' Dispensary, will be started this spring. This was made possible by an additional gift from Samuel Mather, which brings his total gift for this purpose to \$2,500,000 and covers the cost of the Medical School building.

SCHOOL OF PHARMACY

The School of Pharmacy of Western Reserve University has raised its requirements to meet those of the other graduate colleges of the university and a new four year course is now offered for the first time.

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The school has begun its work of coöperation with 22 of Cleveland's hospitals, making for them many drugs and testing the medicines used by the pharmaceutical departments of the hospitals. Through this process of testing drugs it is establishing standard specifications. A member of the faculty serves in an advisory capacity to the drug purchasing division of the Cleveland Hospital Council. The school has 131 students enrolled. Fifty will be candidates for degrees in June. One hundred and two were rejected in September because they did not qualify according to the new entrance requirements.

DENTAL SCHOOL

The Dental School of Western Reserve University, beginning in the fall of 1922, will admit to its freshman class only men and women who have had at least one year of college work, making the full dental course five years. Raising the requirements for entrance, and the acquisition of a dental library of 1,000 volumes are the outstanding marks of progress.

In 1921 dental work was done for 4,138 patients by the students of the upper classes under the direction of skilled instructors. The charge for this service is the cost of materials plus a small amount for overhead.

Two hundred and fifty-four students are registered this year, a gain of 27 over last year. Thirty-six are in the senior class and are expected to graduate in June, 1922.

THE SCHOOL OF APPLIED SOCIAL SCIENCES OF WESTERN RESERVE UNIVERSITY

The Ford residence at the corner of Adelbert Road and Euclid Ave. has been acquired as its headquarters. The total number of students enrolled is 154, a gain of 53 over last year. Forty-nine of these will complete their training in June.

A one-year training course in child welfare is offered for the first time this year. This was made possible through a coöperative arrangement with the Children's Bureau and the Cleveland Humane Society whereby field work is done with these two agencies under the supervision of the director of the course. Twenty-one students are registered in this course. Other courses added to the curriculum of the school are: social investigation and research, administration of social agencies, administration of social legislation, and problems of rural communities.

An institute for the training of Red Cross secretaries was offered in the summer of 1921 in coöperation with the Lake Division of the American Red Cross. The number enrolled was 19, which number is not included in the number enrolled in the School of Applied Social Sciences.

LIBRARY SCHOOL

The Library School of Western Reserve University offered two new courses during 1921-1922; Professor G. C. Robinson gave a course on principles of education and Mrs. Eleanor R. Wembridge conducted a course on applied psychology. The courses are planned with the idea of

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increasing the student's knowledge of the relation of the library to individuals and to educational and community life. The total enrollment of the school is 42, of these 19 will complete the general course in June and 16 will graduate from the course in library work with children.

LIBRARIES

CLEVELAND PUBLIC LIBRARY

During 1921 almost 4,500,000 volumes were issued by the Cleveland Public Library—an increase of almost 785,000, or 17.4 per cent. over the preceding year. The increase in reading room and reference use was equally marked, with a total attendance of more than 3,000,000. Noteworthy, especially from the standpoint of future service, has been the growth in book resources at the main library where a net addition of 25,000 volumes is recorded. The collections in history and technology showed the greatest increase.

The Cleveland Engineering Society placed its library in the custody of the Public Library adding nearly 3,000 volumes to the collection of technical and scientific literature. During the year the greater part of the books were catalogued and are now available for use. Assisted by the Cleveland Patent Law Association the Library was able to acquire and bind the Specifications and Drawings of Patents for 1912-1919, about 1,000 volumes, completing this set. John G. White added 5,766 items to the White Collection of Folklore and Orientalia.

As a result of a brief campaign for gifts of books in the

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spring, a large number of books were acquired. There was an increase over last year both in the number of donors and in the number of large gifts.

As in previous years the library and its branches have served as a meeting place for numerous organizations. The record for 1920-1921 was 4,512 meetings with an attendance of 96,114. The groups served were Americanization and English classes, junior literary and debating clubs, and, at the main library, extension courses of Western Reserve University and the School of Education, and the committees of many civic organizations.

For new buildings see Chapter IV.

BRANCH LIBRARIES

New branches were established in the West High School of Commerce, in Detroit and Brownell junior high schools and in Lafayette and Nottingham grade schools, the last two serving also as neighborhood branches. Despite the fact that several school branches were opened, the library is failing to reach the newer portions of Cleveland. As soon as possible the portions of the city served now through the coöperation of the Board of Education at Lafayette and Nottingham schools should be served, as the older portions of the city are, by neighborhood branches.

LIBRARIES OF GREATER CLEVELAND

Extensions of library service in the suburbs have been greater than usual.

In Cleveland Heights, last June, the Board of Education turned over the school library service which it operated in

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the five grade schools of the city to the Cleveland Heights Public Library Board. The Library Board has continued this grade school service and in addition has opened branches in Coventry, Fairfax and Roxboro schools, serving both the school and the entire community. The first of these is serving as the headquarters branch.

In the spring the East Cleveland Library opened a branch on Shaw Ave. adding another civic activity to the fire station and playground already located there.

In Lakewood a change of organization has been effected. The Public Library, which had operated as a Board of Education library was turned over to an independent Library Board on October 1. A branch was opened in the fall on Madison Ave.

All of the public libraries of Greater Cleveland are now organized under Sections 7635-7640 of the General Code of Ohio, which have been favorable to the development of the Cleveland Public Library.

EDUCATIONAL WORK OF MUSEUMS

The Cleveland Museum Council, an organization composed of the president and director of each of the four museums in the city, has been formed to coördinate and extend museum service and to eliminate duplication of effort.

The educational work of the Cleveland Museum of Art and the Cleveland Museum of Natural History is centered in organized departments of education. These departments are functionally organized under the general heads

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of: lectures, loans, publications, class instruction, and information service. That of the Educational Museum of the Cleveland Public Schools consists almost entirely of loans and information service. The museum of the Western Reserve Historical Society has no educational department, and is not carrying on educational work, but welcomes groups of visiting teachers, children and adults to the museum.

The Cleveland Museum of Natural History and the Educational Museum of the Cleveland Public Schools gave a six weeks' course in visual instruction during the summer of 1921 at the summer school of the Cleveland School of Education. This is the first course of its kind known to have been offered in the United States. It consisted of a careful study of the psychology and materials of visual instruction and resulted in the formulation of a tentative statement of the principles of visual instruction.

The Cleveland Museum of Art has during the year increased its educational service 50 per cent., measured in attendance at the lectures and classes which increased from 61,000 in 1920 to 93,000 in 1921. This service is almost exactly 50 per cent. to adults and 50 per cent. to children. The department of educational work is in charge of Rossiter Howard, who was brought from the Minneapolis Institute of Arts and given the rank of curator.

In common with the Cleveland Museum of Natural History, the Cleveland Museum of Art has faced the problem of furnishing to school classes unable to visit the museum, extension exhibits directly useful or "original documents" for inductive study, and has prepared an

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experiment, as yet untried. Material was bought in Europe to try out in the sixth grade history in relation to the European background for American history, and has been prepared in consultation with school supervisors. This is in addition to the loan exhibits of more general interest.

The special classes for talented children have been opened to children of the parochial, private and suburban schools, as well as the public schools of Cleveland. The Cleveland School of Art has granted 12 scholarships to qualified children from this class, affording opportunity for this early child training to be continued toward professional education, and lessening the danger of too early diversion into industry.

Of value to all museums is a descriptive pamphlet, published by the Cleveland Museum of Art, entitled, Aims and Principles of the Department of Educational Work. It is a tentative statement of the aims and principles of its educational work, and frankly subject to revision.

The Cleveland Museum of Natural History has moved to its new quarters, 2717 Euclid Ave., formerly the Leonard Hanna residence, where it will carry on its work during its formative years. During the year, it has organized a department of education with Harold L. Madison as curator and placed its library in charge of Miss Darthula Lindberg. The first year of this new Cleveland institution has been occupied in laying a careful foundation and devising experimental plans for its future work.

Its immediate plans for 1922 embody the installation of exhibits and the inauguration of a thorough experimental

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study of museums and museum practices. It is to establish lecture courses at the museum, and will furnish lectures to schools, clubs and other organizations. It is coöperating with the public schools in an experimental study of visual instruction, and in nature study, and is to issue a popular publication to be known as *Pocket Natural History*, the first number of which is entitled, *Trees of Ohio*.

The Educational Museum of the Cleveland Public Schools has a delivery system by means of which the materials are distributed to the Cleveland Public Schools. This delivery system has been increased about 10 per cent. for the coming year.

About 76 new subjects have been added to the educational film collection and about 1,500 slides have been acquired for the lantern slide collection. The collection of posters and charts on health and hygiene subjects has been increased about 25 per cent. Special exhibits have been organized for health drives in various schools.

CHAPTER XI

AMERICANIZATION

THREE disturbing consequences of post-war conditions, not immediately felt after the cessation of hostilities in 1918, had a very decided effect on Americanization work in Cleveland during the past year:

1. Drastic changes made by Congress in federal immigration laws, doubling the work of those local agencies dealing with the foreigner as an individual.
2. Sweeping financial retrenchments crippling the service of almost every public Americanization agency and, in some cases, causing policy to be sacrificed to expediency.
3. An era of unprecedented unemployment intensifying the problems presented by the other two.

CLEVELAND'S FOREIGN POPULATION

Cleveland has retained its position as a predominantly foreign community. The number of foreign born and natives of foreign born or mixed parentage form approximately 70 per cent. of the total population, a decrease of 6 per cent. in ten years. This foreign and near-foreign population, totaling 549,779, if placed by itself would constitute a city greater in total population than that of Cincinnati, Canton and Springfield combined. The distribution of the foreign population by nationality is as follows:

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Polish	35,024	Scotch	3,418
Hungarian	29,724	Lithuanian	2,776
German	26,476	Swedish	2,286
Czecholovakian	23,907	Greek	1,605
Russian	21,502	Swiss	1,216
Italian	18,288	French	1,198
Jugoslavian	15,898	Welsh	1,161
Austrian	15,228	Finns	1,122
English	11,092	Dutch	1,039
Irish	9,478	Syrian	787
Canadian	8,500	All other countries	3,436
Roumanian	4,377		

During the decade the Poles displaced the Austrians as the largest national group. This may be accounted for in part by the redistricting of Europe after the peace treaty, establishing a reclassification of nationalities under such new political units as Czechoslovakia, Jugoslavia, and Poland.

AMERICANIZATION PROBLEMS

Illiteracy among foreign-born whites, ten years of age and over, increased during the decade from 10.2 per cent. to 13.1 per cent., a revelation which still meets the challenge of the very best in Americanization effort.¹

Although the census gives no figures of the foreigner's inability to read, write or speak the English language, a conservative estimate places the number deficient in these respects at approximately 90,000.² There are 114,801 aliens not naturalized, which means that 50 per cent. of Cleveland's foreign-born residents of voting age are not citizens of the United States.

¹ See Table 4, Chapter 1.

² See Table 6, Chapter 1.

A M E R I C A N I Z A T I O N

AMERICANIZATION AGENCIES

The public school system, as the agency to which has been assigned the task of teaching English to the adult foreigner, has perhaps suffered most during the year through financial curtailments. Through lack of funds several classes were discontinued early in May. Others were taken over by the Y. M. C. A. and Y. W. C. A. and reorganized on a fee basis. Class machinery was most tragically clogged in the early fall with teachers attempting to instruct as many as 60 pupils in single groups, a situation which never would have been tolerated by school officials in less unsettled times.

Conditions, bad as they seemed, were not without comforting and salutary effects. The extension department of the Board of Education was not, as on former occasions when similar emergencies arose, threatened with complete extinction. On the contrary, it shared its cuts equally with its associated departments, an event which augured well for its permanency as an integral part of, and not a mere adjunct to, the public school system.

During the year 1921-1922, 7,000 individuals were enrolled in the English classes of the Board of Education. These were taught by a staff of 190 teachers, of whom 15 devoted full time to work with the foreign woman in the home. Of the 161 classes in session, 119 were held in public school buildings, and 42 in 22 places outside of school buildings, such as factories, libraries, hospitals, and settlement houses. Work in industry was almost negligible in comparison with former years. There were 51 home groups in the Collinwood, Harvard and Hiram House

sections. Six hundred seventy-five of the total enrollment were negroes; 8 per cent. of the foreign born whites were illiterate. The average daily attendance in all classes was 5,107, a remarkable showing in the face of serious financial handicaps and over-crowded conditions.

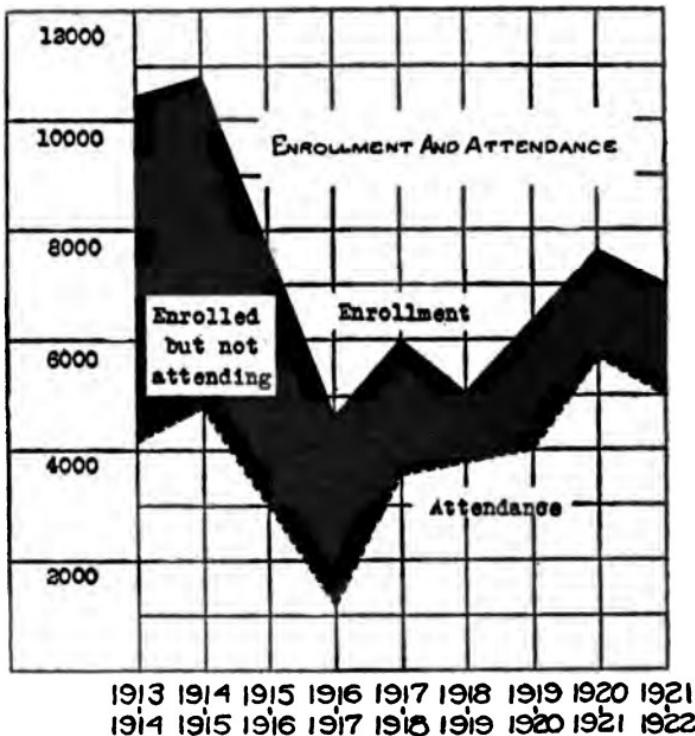


Diagram 14.—Enrollment and attendance of adult foreigners in the Cleveland Public Schools, 1913-1922

The State Department of Americanization, in coöperation with the Cleveland School of Education and the exten-

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sion department of the public schools, offered a course on method during the fall and winter terms. Sixty-three prospective teachers attended lectures every Saturday morning at the Cleveland School of Education. This contribution by the State furnished a most timely and efficient

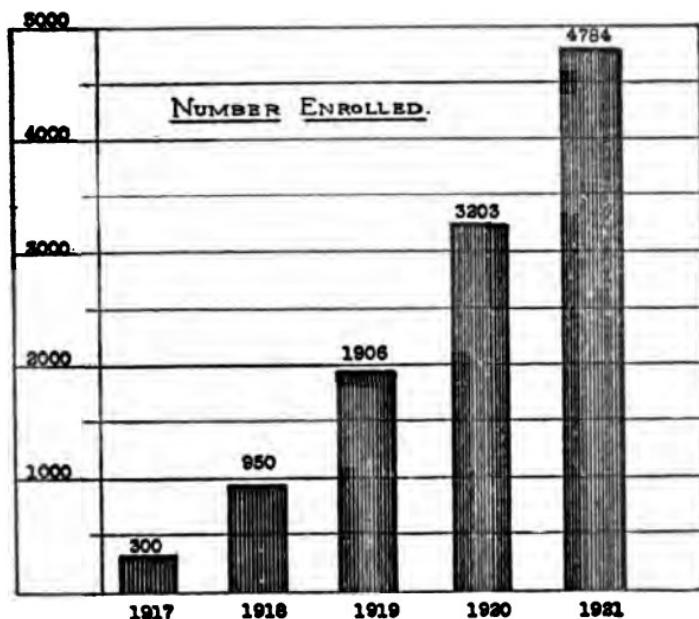


Diagram 15.—Enrollment in citizenship classes of the Citizenship Bureau

solution of the Board's teacher training problem for the year.

The Citizens' Bureau became a member of the Welfare Federation at the beginning of the year, at which time its budget was cut from \$30,000 to \$12,250. A new policy,

the charging of fees for services rendered, not only made up the deficiency but put a new aspect on the special phase of Americanization work for which the Bureau had been assigned and equipped to administer. Approximately \$10,000 was collected from individuals who sought service, charges for which were paid with the finest and most genuine spirit of appreciation. The new plan unquestionably proved that the foreigner least of all desires to be pauperized.

The Bureau managed and financially supported through membership fees a complete system of naturalization aid, which included 50 citizenship classes, located in various libraries, settlement houses, and public schools, with a total enrollment of 4,784 men and women. So far as has yet been ascertained, this is the most comprehensive system of naturalization aid maintained by any city in the United States.

The Bureau held two large graduation exercises during the year—one on Washington's birthday at the City Council Chamber, attended by 1,200 graduates, another at Luna Park on July 4, attended by 1,000 graduates and fully 3,000 spectators.

The statistical report of the Bureau for the year gave the following figures and items, indicating a volume of business double that of the previous year:

Individuals served	21,939
Total cases handled	22,507
Immigration aid	1,122
Citizenship information	3,437
Legal assistance	1,206

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A statistical report of the Immigration Bureau for the year showed that 6,775 cases were handled. The Bureau shared with the Travelers' Aid Society the responsibility of receiving immigrants at the various railroad stations. Officials met 141 trains at night and 442 during the day. The Bureau was notified some time in advance of incoming immigrant trains. Five thousand eight hundred and thirty-two immigrants were received, 2,505 of whom were assisted with some form of personal service.

Whenever during the year an emergency arose, the various representatives of all those agencies of which the Americanization Council was composed were quickly brought together in conference. The International Institute of the Y. W. C. A. and the Y. M. C. A., as a direct result of council action, took over the responsibility of financing and reviving the English classes of the public school, after they had been abruptly discontinued in May, 1921, through lack of appropriations, offering to 600 people of the city an opportunity which otherwise would have been lost. At various meetings the Americanization Council studied state and federal Americanization bills.

Some of the most active and far-reaching work of the year was that done by the International Institute of the Y. W. C. A. through its corps of experienced nationality workers. The aim of the work is to get group expression from the foreign born woman, with special emphasis placed on both social and educational phases of Americanization. Visitors of the industrial department made 3,500 visits to the homes of immigrant mothers and established contact with 1,400 newly arrived immigrant girls, administering

to their needs and comfort at a most impressionable period of their lives. It developed and maintained five or six English classes outside of those conducted by the Board of Education at the main center, with an average weekly attendance of 315. Courses in cooking and sewing were offered at the Collinwood branch, the central office, and at St. Clair library. Several classes were organized in the Collinwood and St. Clair neighborhood for the Board of Education. Three classes in naturalization were organized for the Citizens' Bureau.

A contribution to Americanization work was made by the Y. M. C. A. through its free slide service offered to the various allied and coöperating Americanization agencies of the city. These slides were furnished by the International Committee of the Y. M. C. A., New York City. They dealt with educational and patriotic subjects in a very comprehensive and practical manner. English classes composed of definite foreign groups of Polish, Italian, Ukrainian, and Hungarian men and women were maintained throughout the year.

Hiram House organized the Italian American Club, which is dedicated to the diffusion of American ideals in the neighborhood. The club holds smokers at which topics of current interest are discussed.

Naturalization and English classes were held at the East End Neighborhood House, Alta House, and Goodrich House. Courses in handwork for women were offered at the Central Friendly Inn and the Council Educational Alliance.

The Cleveland Public Library occupied the same promi-

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nent position in Americanization endeavor as had formerly characterized its work in this respect, establishing perhaps more points of contact than any other single agency. The outstanding event of the year was the Czech evening, one of a series of "foreign evenings" at the Broadway Library, at which the Czechoslovak Consul, Dr. Bohuslav Bartosovsky, was formally introduced to the people of Cleveland. Many of Cleveland's most prominent citizens were present to honor the Consul and his entire staff.

CHAPTER XII

PUBLIC HEALTH

FEDERATION OF PUBLIC HEALTH AGENCIES

ONE of the outstanding recommendations of the Hospital and Health Survey was the coördination of private agencies dealing with various phases of public health work through some form of organization. This has been effected in the creation of the Cuyahoga County Public Health Association, of which Dr. E. A. Peterson, former director of Health Service of the American Red Cross, is director.

The association classifies its member agencies as "constituent" or "affiliated," according to whether they are organizations actually engaged in public health work, or like women's clubs, maintain committees to promote public health work. The governing board of the association consists of two representatives from each of the constituent member agencies. The affiliated member agencies each send a delegate who may participate in discussion but may not vote. The association does not include public health officials in its membership.

The association operates through councils which are concerned with the special phases of health work. For example, the council on child hygiene includes representatives from 13 organizations dealing with some phase of

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health work among children. Its aim is to support and supplement the work of the Bureau of Child Hygiene of the Division of Health. Similarly, councils on such subjects as vital statistics, communicable diseases, sanitation and venereal diseases parallel the established branches of the city administration. There are also councils to develop programs in fields of mental hygiene, cancer and heart diseases and other new public health activities.

With the formation of this new association the agencies dealing with health problems now fall into four classifications as follows:

1. Those supported by public funds, represented by the Division of Health and the medical education department of the public schools.
2. Hospitals and dispensaries represented by the Hospital Council.
3. The private agencies, represented by the Cuyahoga County Public Health Association.
4. Physicians, dentists, and nurses, represented by the Academy of Medicine, the Dental Association and the Association of Graduate Nurses.

The Cuyahoga County Public Health Association, through its advisory council, consisting of the commissioner of health, the superintendent of schools, a delegate from the Academy of Medicine and the director of the Public Health Association, should assist materially in the comprehensive plan for the integration of Cleveland's public health forces.

DEATH RATE AND BIRTH RATE LOWEST ON RECORD

The year 1921 registered the lowest general death rate ever recorded in Cleveland. This, from all data so far available, is an experience common to the entire North American continent and may bear some relation to the recent pandemic of influenza and pneumonia that prevailed during the years 1918 to 1920. Nevertheless, Cleveland can be proud of this record, which in many ways marks another milestone in the successful advance of the public health movement in this city. The general death rate of Cleveland attained the low figure of 10.5 per 1,000 people. This is 15.3 per cent. lower than in 1920 and 22.8 per cent. lower than in 1911.

In keeping with the trend of the times the birth rate of Cleveland was also the lowest on record, with exception of the rate for 1919. The number of registered births per 1,000 population was 24.4 in 1921 and 24.5 in 1920. This decrease in the infant population was offset in part by the reduction in infant mortality from 87 in 1920 to 73 deaths per 1,000 births in 1921.

FALLING TIDE OF DISEASE AND DEATH

Compared with 1920, the decline in the general mortality for 1921 was accomplished largely by a decrease in deaths from influenza and pneumonia which alone account for a reduction of 61 per cent. in the general death rate of 1921. This, however, still leaves a decrease of 39 per cent. attributable to declining death rates from other causes. Mortality from tuberculosis, organic diseases of the heart, diarrhea and enteritis in children under two years of age,

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and violence, excepting suicide, all show appreciable reductions.

The courses traced since 1911 by the specific death rates for the most important causes of death are shown in Diagrams 16 and 17. Violent deaths are excluded from this

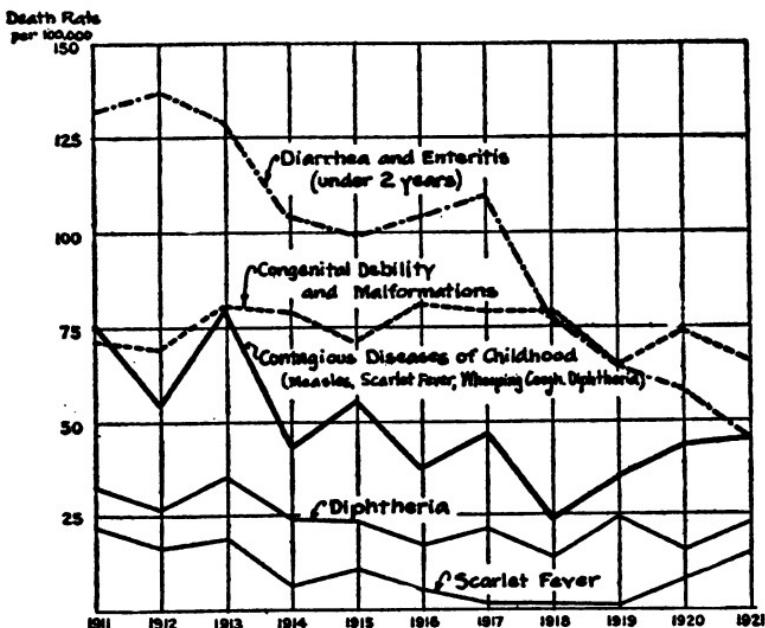


Diagram 16.—Mortality from principal causes of death, 1911-1921. (Diseases largely confined to child life)

study. Examination of the trend of the long-swing movements of these death rates shows in all but a few cases a steady and decided slope towards lower mortality. The few tendencies that are not so favorable, therefore, should receive our more earnest consideration.

HIGHER DEATH RATES FROM A FEW CAUSES

Scarlet Fever and Diphtheria.—The most conspicuous bad spots for the year just closed are the increased death rates for scarlet fever and diphtheria.

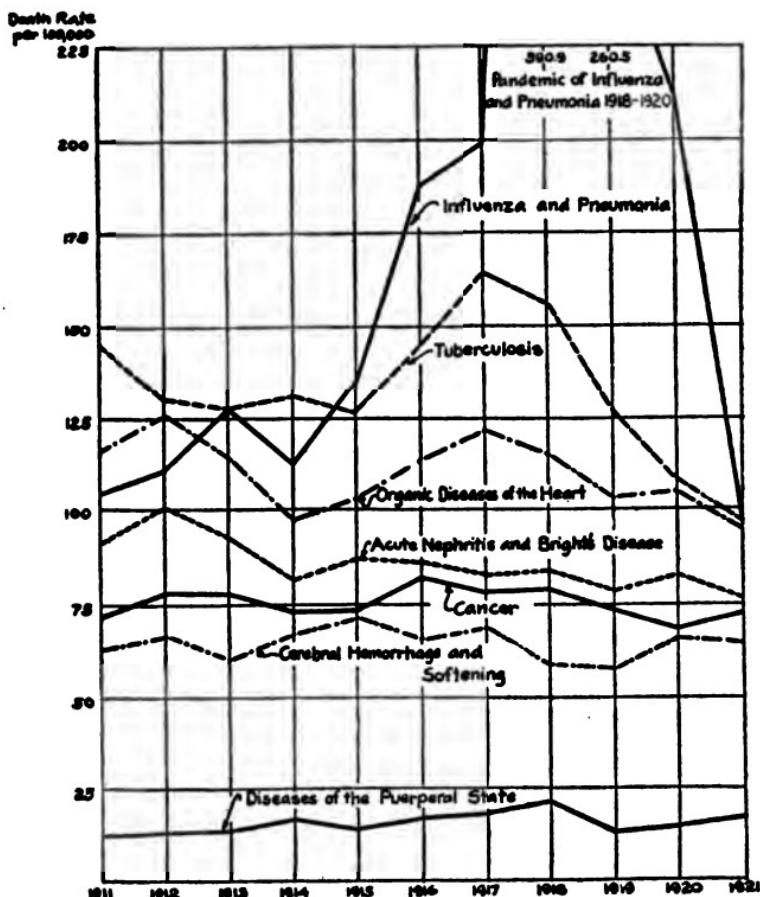


Diagram 17.—Mortality from principal causes of death, 1911-1921.
(Diseases largely confined to adult life)

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In dealing with scarlet fever, public health work is hampered to a considerable degree by the lack of exact knowledge relating to the control of this disease. In coping with diphtheria, however, we are dealing with a problem similar to the one whose solution has made smallpox a disease of rare occurrence. During the past 20 years preventive medicine has given us the means for suppression both of case incidence and case fatality due to diphtheria. Shick testing to detect susceptibility to the disease, the administration of toxin-antitoxin to those susceptible, and the use of antitoxin in reducing the fatality of the disease constitute the means of diphtheria control. Yet Cleveland has not shown a lasting decrease in the diphtheria death rate since 1911. Indeed, a marked increase in the death rate from this cause over the rate prevailing in 1920 (16.5 deaths per 100,000) was registered in 1921 (22.4 deaths per 100,000).

It is necessary that the public realize how readily the ravages of diphtheria, expressed in the toll of life and in the chronic impairment of the health of scores of children, can be avoided in order that diphtheria as a cause of disease and death may be relegated to a place similar to that of smallpox. With this in view the department of health education of the public schools has given the Shick test to 2,000 children upon consent of the parents. As commonly observed, one-half of them were found to be susceptible to diphtheria and are now being immunized by the administration of toxin-antitoxin. Less than 2 per cent. of the children in public schools will then be known to be protected against diphtheria, which was responsible for 1,788

cases of illness and 187 deaths in the community during 1921. How does this compare with the 95 per cent. of the same group of children vaccinated against smallpox which, for centuries one of the most terrible scourges, as a result of vaccination has for many years almost been absent from Cleveland; smallpox accounted for only 87 cases of illness and no deaths in the city during 1921.

Cancer, Apoplexy, and Venereal Diseases.—Next to these two epidemic diseases so destructive to child life there are certain diseases of the adult population that, although not showing increase traceable to actual wider prevalence of the diseases, exhibit no signs of abating. Chief among such causes of death is cancer, with a toll of 75.8 deaths per 100,000 population, accounting for 7.6 per cent. of all deaths. Next in number are cerebral hemorrhage and softening, with a death rate of 64.6 per 100,000 and venereal diseases with a recorded death rate of 22.0 per 100,000.

Diseases of the Puerperal State.—Smaller as causes of death in relation to the total population, but looming larger when considered as more specific hazards, are the diseases associated with pregnancy and childbirth. The death rate from all puerperal causes during 1921 was 16.9 per 100,000 population against 14.6 in 1920. This increase was largely due to the greater death rate from puerperal septicemia—8.2 in 1921, 4.5 in 1920.

MORBIDITY

In general, disease and morbidity rates stand in a distinct relation to the corresponding mortality rates. Until physicians can see their way to prompt reporting of all

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cases of all notifiable diseases, a study of the case rates of many of the diseases is of small avail.

The board of hearing of the Academy of Medicine has heard cases of 36 physicians summoned by the Commissioner of Health for failure to report communicable diseases.

RACE AND SEX IN RELATION TO HEALTH

Race.—As suggested in the chapter on Cleveland's population, the city has been forced to cope during the past decade with an almost new racial element, the negro, whose numbers have trebled since 1910. The relation of the negro to the public health is manifested in the specific death rates of the white and negro population for 1921 which were (white) 10.1 and (negro) 19.0 per 1,000 respectively. The presence of this racial class in Cleveland, although constituting 4.3 per cent. of the total population, was therefore responsible for the increase of the general death rate by almost 4 per cent. About one-half of the difference between the white and negro death rate is accounted for by the greater susceptibility of the black race to tuberculosis and pneumonia. The higher death rate is offset to a small extent by the greater negro birth rate, 27.9 per 1,000 against the white one of 24.2 per 1,000. However, the rate of natural increase (difference between death rate and birth rate) of the white population, 14.1 per 1,000, remained considerably higher than that of the negro population, which was only 8.9 per 1,000.

Sex.—The classification by sex of the deaths during 1921 shows a male mortality of 10.6 deaths per 1,000 males and a female mortality of 10.3 per 1,000 females. This higher

male death rate, corresponding to a proportionate mortality of 52.6 per cent., is an experience apparently common to all nations. Of the total number of births for the year, 52.4 per cent. were male infants and 47.6 per cent. were female infants.

With these vital facts before us, what have been some of the salient changes in the community organization for public health and what have been some of its noteworthy accomplishments?

MENTAL HYGIENE

A committee on mental hygiene, composed of representatives of all interested organizations, was formed by the Welfare Federation in accordance with recommendations of the Hospital and Health Survey. This committee, which is affiliated with the Cuyahoga County Public Health Association as well as the state and national committee on mental hygiene, is trying to develop in Cleveland more adequate clinical facilities for the care of the mentally diseased. It also wishes to foster in the public a better understanding of the benefits that can be gained both by normal and abnormal minds through early diagnosis and treatment of mental diseases in these clinics. The committee, furthermore, is paying attention to the manner in which the Ohio Legislature will spend its recent appropriation of \$5,000,000, designed to provide institutional care for the feeble minded.

According to Dr. Herman M. Adler, State Criminologist of Illinois, "Cleveland is beginning to recognize the medical and, more especially, the psychiatric aspects of delinquency

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and crime, though, as yet, interest is confined to a relatively few people in the community." Dr. Adler, in his report, forming part of the Cleveland Foundation's Survey of Criminal Justice, entitled "Medical Science and Criminal Justice," has dealt with health work, or rather the lack of the same, in its relation to the detection and treatment of delinquency. He has also considered the problem of juvenile behavior cases in the schools. The recommendations of Dr. Adler's report follow below:

1. Provision of facilities for consulting with mental and behavior experts in "mental health stations."
2. Creation of a Children's Institute that will take over a large part of the work now being done by the merely educational and custodial institutions for the backward and delinquent. This institute should draw upon the well-developed social services and give expert diagnosis and treatment to a large number of behavior cases that escape observation under present conditions.
3. Creation in the Board of Education of a Division of Mental Health, fully equipped to deal with behavior cases and their educational treatment.
4. Mental examination of all children brought to the attention of the Juvenile Court and increased coöperation between this institution and the Board of Education.
5. Enlargement of the medical staff of the division of police in order to render possible (a) more thorough health work, both physical and mental, within the department, (b) instruction of the police in mental-age aspects of crime detection, and (c) service of physicians in criminal investigations.

6. Abolition of the office of coroner and appointment of a medical examiner who is an expert in pathology and legal medicine.

7. Appointment of a psychiatrist and assistants to pass on all cases in city and county courts in which sanity is questioned.

8. Provision for the early detection and treatment of those first deviations which become major behavior problems in later life, in order, it is hoped, that in years to come criminality may be diminished to a considerable degree.

9. The establishing of a laboratory for the study of mental health problems on a large enough scale to insure expert workmanship. This action to be followed by the creation, in connection with Western Reserve University, of a school to train physicians, public officials, social workers, police officers, and lawyers, in the diagnosis and treatment of psychopathic cases.

DISPENSARIES AND HOSPITALS

Since the Cleveland Hospital and Health Survey commented upon the inadequacy of Cleveland's dispensary service, by comparing it with the organizations operating in Boston and New York, this important branch of public health activity has grown appreciably.

Dispensary Committee.—In accordance with the recommendations of the Health Survey, a committee on dispensaries, organized by the Hospital Council, served as an advisory board, or planning body, in improving the dispensary standards, in formulating dispensary policies and coöperation, and in planning dispensary development and

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extension. The Department of Public Welfare, the Academy of Medicine, and the hospitals have contributed representatives to this new committee, which is, therefore, admirably fitted for the task of bringing the dispensaries and related agencies into touch with the large problems of community health. The committee has also served as an advisory body of the Welfare Federation.

Dispensary Service.—The increase in dispensary service is recorded (1) in the opening of new dispensaries in connection with the Lakewood Public Hospital and Fairview Park Hospital, (2) in the reorganization of the medical clinic of Mt. Sinai Hospital to include clinics for the treatment of cardiovascular, neurological and gastro-intestinal cases, (3) in the opening of the orthopedic, psychiatric and pediatric clinics at St. Vincent's Charity Hospital, a venereal disease clinic at St. Luke's Hospital, and an ultra-violet light clinic for the treatment of tuberculosis and rickets in the Babies' Dispensary and Hospital, and (4) in the organization of dispensary facilities at Lakeside Hospital for the care of neurological cases, diabetes, goitre, and morning surgical dressings.

A reduction in the clinical service is noted only in the closing of the West Side Venereal Disease Clinic operated by the Division of Health, owing to the fact that the funds designated by the War Department for venereal disease clinics were exhausted. The trachoma clinic at Alta House was closed toward the end of the year, after the epidemic of trachoma in the Alta House district had subsided following the treatment of 500 cases of eye trouble.

Social workers have been added to the staffs of the four

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largest hospital dispensaries which have also increased their medical and administrative personnel by a considerable number.

The Division of Health Clinics, in order to satisfy the need of health supervision for children of pre-school age, has extended its service to include children up to six years of age. The Babies' Dispensary and Hospital is now open to children up to 16 years of age, the greatest service for

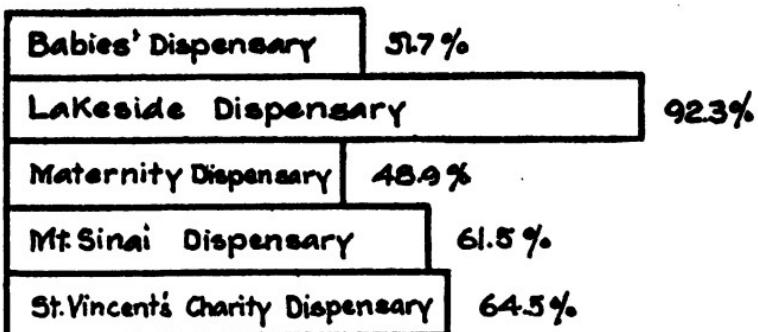


Diagram 18.—Percentage growth in attendance, during 1921, of five Cleveland dispensaries, compared with attendance during 1920

the older group of children being diphtheria immunization; 1,300 children were thus protected in the course of the year.

The growing service of dispensaries to the community is shown in Diagram 18. This diagram, which is not inserted for purposes of comparison, presents the increase in general attendance at different clinics. No attempt has been made to analyze the detailed records, and no claim is made to accurate evaluation or completeness of the generalized

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facts presented. The only impression that is intended to be given is the apparent demand for dispensary growth and its beneficent reaction upon the public.

Centralized Collection of Hospital Accounts.—The Cleveland Hospital Council, representing the majority of the hospitals in the community, has made a study of hospital accounts which has lead to the establishing of a coöperative collection department for all of the member institutions of the Hospital Council, in order to collect accounts at the lowest cost, prevent "current" accounts from becoming "dead," and reduce to a minimum amounts charged off as "accounts uncollectable." The department is planned to fix within six months the status of every account relative to collection.

MISCELLANEOUS ACTIVITIES

Prenatal Nursing.—At a conference to consider the recommendation of the Hospital and Health Survey—that the Visiting Nurse Association undertake all prenatal nursing—representatives of Maternity Hospital, University District, the Visiting Nurse Association, and other interested organizations, agreed that for the present time, at least, Maternity Hospital was best fitted to continue and extend prenatal and maternity nursing in Cleveland. The Visiting Nurse Association, declaring itself unprepared to assume the responsibility of this work for the entire city, agreed to coöperate with Maternity Hospital in the district known as the East 49th Street District. Under the coöperative agreement a doctor and nurse from Maternity Hospital are in charge of the district clinic together with

the Visiting Nurse Association supervisor. The visiting nurses perform the district duties and keep the record cards. This is an experimental effort at coöperation which, if successful, may be tried as well in all other districts of the city.

Communicable Diseases.—In order to assist in the control of communicable diseases, the Academy of Medicine published the Sanitary Code and quarantine ordinances of the city in the form of a handbook which it distributed to its members. The Division of Health also issued a publication, known as "Regulations for Control of Communicable Diseases," and distributed the same to all physicians and nurses. Since March, 1921, public health nurses have been establishing quarantine for all quarantinable diseases except smallpox. Formerly the enforcement of quarantine was one of the duties of the sanitary-patrolmen, who, now are called upon only when nurses find it necessary to secure police aid.

The New Health Districts.—The city Division of Health has adjusted the boundary lines of the eight administrative health districts to include multiples of the census tracts that were used by the Federal government in collecting the population data for Cleveland. The Visiting Nurse Association is arranging its districts in a similar manner. This method of districting will make it possible to compute for each district specific vital rates that should furnish important information for the planning of future public health activities.

School Hygiene.—The great emphasis placed upon the physical examination of school children has led to the

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placing of a large number of children in open-air classes. Six hundred children are now in such classes under the direct supervision of a school physician skilled in nutrition work. In accordance with the public-school building program, one-fourth of the rooms in new elementary schools are to be of the open-air type. A skilled oculist is now employed on a part-time basis to supervise the work of the medical examiners in determining the children's vision. Dr. H. L. Rockwood, Commissioner of Health, has suggested that medical inspection in parochial schools is now the outstanding need in the community health service.

Health Education.—An effort to give a general knowledge of the principles of personal hygiene is being made by all public health agencies. The Red Cross Teaching Center, which has been developing this type of health instruction for three and a half years, has extended its services to public and parochial schools, women's clubs and industrial establishments and through these avenues gave instruction to 2,500 individuals, distributed 2,000 copies of its monthly publication called *Real Living* and other public health folders.

The Milk for Health Campaign, started on October 1 by the National Dairymen's Association and the Ohio State Farm Bureau Federation, and conducted throughout the winter under the auspices of the Cuyahoga County Public Health Association to increase the use of milk as a diet, especially in the diet of children and the nutrition classes in the schools has done useful educational work.

Cancer week, promoted nationally by the American Society for the Control of Cancer, was carried on locally

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through a committee of the Cuyahoga County Public Health Association which in the course of the campaign secured considerable newspaper publicity and distributed 45,000 pieces of cancer literature. The Academy of Medicine recruited speakers for 40 meetings.

CHAPTER XIII

SOCIAL WORK

THIS chapter is devoted more to the subject of community organization for social service than to the actual work of the various social agencies. This method of treatment has been pursued first because the Cleveland plan of organization in the field of social work has long been considered of great importance throughout the country, second because many phases of social work have been treated in other chapters under such headings as Americanization, and Public Health, and third, because the Directory of Community Activities outlines the work of each agency.

THE COMMUNITY FUND

The Community Fund, which had its inception in the Mayor's War Board, was connected with the Welfare Federation through a common director. When Sherman C. Kingsley relinquished the dual directorship to head the Philadelphia Welfare Federation social work in Cleveland suffered a distinct loss. Since then there has been a separation of the Community Fund and the Welfare Federation through the employment of a separate director for the Community Fund. Kenneth Sturges, formerly an assistant secretary of the Chamber of Commerce, holds the newly created position.

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There were two outstanding features of the work of the Community Fund in 1921:

1. The oversubscription, in one of the hardest years of the century, of the financial needs of Cleveland's philanthropic work, and—
2. The gradual widening of the basis of support of social work as a preliminary step to the eventual handling of capital accounts.

CAMPAIGN OF NOVEMBER, 1921

Cleveland is so accustomed to meeting with success in raising funds for its philanthropies that it probably does not realize the significance of the oversubscription by \$65,000 in its November campaign for over three and a quarter millions. In studying the financial history of the country for the last 100 years we find that 1921 has been the third of the great periods of tumbling prices and readjustments during the century. The other two took place after the war of 1812 and following the Civil War. These upheavals correspond more to earthquakes than to ordinary business disturbances, and are unlike the periodical depressions of business which go on in the regular development of business cycles.

CAPITAL ACCOUNTS

The signal success of the Community Fund campaign during such an unusually hard year as 1921 may be considered as an indication that the funds for necessary philanthropic work in the city will be raised each year without difficulty. There remains, however, the problem which

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TABLE 21.—COMMUNITY CHEST BUDGET, JANUARY 1 TO DECEMBER 31, 1922

	Total Budget Expense	Earnings and Refunds	Endow-ment and Mis-cellaneous	Gifts Needed
Alta House	\$24,880	\$1,100	\$20,000	\$3,780
Anti-Tuberculosis League	7,370	370	2,000	5,000
Associated Charities	308,000	6,090	38,735	263,175
Association for the Crippled and Disabled	50,100	17,050	4,550	28,500
Babies' Dispensary and Hospital	90,363	11,664	8,690	70,009
Baptist Home for Aged	8,934	2,010	3,119	3,805
Boy Scouts of America	31,730	225		31,505
Brotherhood Club	11,188	5,813	500	4,875
Camp Wise Association	11,750	2,150	..	9,600
Bureau Jewish Social Research	300			300
Catherine Horstmann Home	5,880	1,500	350	4,030
Catholic Charities Office	12,725	..	..	12,725
Central Committee on Nursing	1,650			1,650
Central Friendly Inn	17,953	5,450	5,480	7,023
Children's Aid Society	35,945	11,000	17,520	7,425
Children's Bureau	32,720			32,720
Children's Fresh Air Camp	42,274	700	24,795	16,779
Church Home for Aged	13,250	..	6,675	6,575
Cleveland American Coun. and Citizens' Bureau	27,700	18,000		9,700
Cleveland Christian Home	9,520	2,500	3,752	3,268
Cleveland Day Nursery Association	81,840	12,390	18,100	51,350
Cleveland Home for Aged Colored	5,258	425	..	4,833
Cleveland Hospital Council	32,241			32,241
Cleveland Humane Society	126,380	200	6,180	120,000
Cleveland Mouth Hygiene Assn.	11,000	1,000	..	10,000
Cleveland Protestant Orphan Asylum	34,250	6,100	28,150	
Community Betterment Council	9,180	..		9,180
Community Christmas	8,000	..	2,000	6,000
Community Fund	145,000	..	90,000	55,000
Consumers' League	6,750			6,750
Council Educational Alliance	22,016	700	..	21,316
Council of Jewish Women	12,155	2,500		9,655
Dorcas Home	22,521	2,211	2,560	17,750
East Cleveland Child Welfare Assn.	5,048	600	25	4,423
East End Neighborhood House	16,584	700	60	15,824
Eliza Jennings Home	16,821	2,740	9,788	4,293
Epworth Fresh Air Camp	3,100		2,300	800
Fairview Park Hospital	112,315	101,000	4,275	7,040
Federation of Jewish Charities	9,500	..		9,500
Federation of Jewish Charities, Contingent Fund	15,000	..	..	15,000
Federation Women's Clubs—Philanthropy Committee	16,720	15,220	500	1,000
Florence Crittenton Home	5,608	500	..	5,108
Girls' City Club	6,210	3,100	..	3,110
Girls' Council	22,775	11,600	..	11,175

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TABLE 21.—COMMUNITY CHEST BUDGET, JANUARY 1 TO DECEMBER 31, 1922—Continued

	Total Budget Expense	Earnings and Refunds	Endow- ment and Mis- cellaneous	Gifts Needed
Goodrich Social Settlement	\$28,531	\$3,073	\$15,835	\$0,623
Good-Will Industries	44,200	35,000	3,200	6,000
Grace Hospital	53,382	43,382	..	10,000
Health Council	17,500	..	..	17,500
Hebrew Relief Association	80,000	3,000	..	77,000
Hebrew Shelter Home	2,450	750	..	1,700
Hebrew Sheltering and Immigrant Aid Society	2,650	..	..	2,650
Hiram House	56,525	2,300	6,225	48,000
Holy Cross House	14,120	1,500	1,116	11,504
Home for Aged Women	18,533	1,600	10,900	6,033
Home of the Holy Family	11,571	4,000	1,200	6,371
Homes Registration Service	3,980	480	..	3,500
Howe Publ. Society for the Blind	4,532	..	..	4,532
Huron Road Hospital	142,121	97,384	22,460	22,277
Jewish Home Finding and Child Placing Department	26,250	3,000	..	23,250
Jewish Infant Orphans' Home	13,900	5,900	..	8,000
Jewish Orphan Asylum	25,000	..	..	25,000
Jones Home	18,610	5,760	7,850	5,000
Lakeside Hospital	686,318	438,366	172,507	75,445
Lakeside Rest Cottage	1,300	1,350	..	450
Lakewood Hospital	71,509	66,400	2,025	3,184
Lakewood Visiting Nurse Assn.	6,675	2,000	..	4,675
Legal Aid Society	20,543	3,000	..	17,543
Martha House of Council of Jewish Women	12,000	11,000	..	1,000
Martha Washington Club of Salvation Army	15,986	14,000	..	1,986
Mary E. Ingersoll Girls' Friendly Club	11,922	10,000	..	1,922
Maternity Hospital	161,850	91,200	2,955	67,695
Merrick House	19,374	2,550	..	16,824
Montefiore Home for Aged	4,000	..	..	4,000
Mount Sinai Hospital	458,938	348,145	..	110,793
Municipal Research Bureau	25,717	..	..	25,717
Music School Settlement	28,975	10,500	800	18,175
Musical Arts Association	389,790	160,500	147,740	31,550
National Conference Jewish Social Service	175	..	..	175
National Desertion Bureau	400	..	..	400
National Jewish Hospital for Consumptives	4,000	..	..	4,000
Negro Welfare Association	16,845	2,500	..	14,345
Nutrition Clinics	9,355	700	..	8,655
Ohio Naval and Marine Cadets	3,225	225	..	3,000
Phillis Wheatley Association	49,368	21,475	1,230	26,663
Playhouse Settlement	15,130	200	..	14,930
Rainbow Hospital	66,908	3,500	23,833	39,575

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TABLE 21.—COMMUNITY CHEST BUDGET, JANUARY 1 TO DECEMBER 31, 1922—Continued

	Total Budget Expense	Earnings and Refunds	Endowment and Miscellaneous	Gifts Needed
Recreation Council	\$38,567	..	..	\$38,567
Red Cross	200,000			200,000
The Retreat	9,579	\$1,500	\$3,600	4,479
St. Alexis Hospital	209,333	141,500	32,169	35,664
St. Ann's Maternity Hospital	158,032	126,100	680	41,252
St. Anthony's Home for Boys	20,925	8,000	380	12,545
St. John's Hospital	246,545	200,000	17,000	29,545
St. John's Orphanage	8,417	1,600	2,785	4,033
St. Joseph's Orphan Asylum	48,304	7,500	2,500	38,304
St. Luke's Hospital and Maternity Dispensary	309,760	243,440	7,320	59,000
St. Mary's Institute	25,545	16,000	180	9,365
St. Vincent's Charity Hospital	376,670	308,000	31,000	37,670
St. Vincent's Orphan Asylum	51,360	8,400	2,000	40,960
Safety Council	13,745	1,500	..	13,245
Salvation Army Fresh Air Camp	4,336	336		4,000
Salvation Army Relief Department	8,650		2,000	6,650
Salvation Army Rescue Home	14,170	5,850	1,100	7,220
Sisters of the Good Shepherd	56,775	30,210	..	26,565
Social Service Clearing House	18,592		50	18,542
Society for the Blind	67,932	52,800	698	14,434
Summer Camp Registry	800	..	..	800
Travelers' Aid Society	22,560	..	..	22,560
University Public Health Nursing District	24,224	1,600		22,624
Vacation Savings Club	6,379	200	3,529	2,650
Visiting Nurse Association	106,435	32,850	22,600	50,985
Welfare Federation Office	69,942	100	900	68,942
Welfare Federation Discretionary Fund	50,000		20,000	30,000
West Side Community House	31,469	11,525	2,944	17,000
Woman's Hospital Association	127,000	106,275	725	20,000
W. C. T. U. (Non-Partisan)	1,614		614	1,000
Women's Protective Association	49,015	4,015		45,000
Y. M. C. A. (18 Branches)	984,214	730,161	14,542	239,511
Y. W. C. A. (10 Branches)	425,958	259,750	41,208	125,000
Total for Cleveland Agencies	\$7,877,109	\$3,940,560	\$930,004	\$3,006,545
Emergency Relief (Associated Charities, Cleveland Red Cross, etc.)	..	..	..	457,000
Red Cross National Membership	..	..	..	75,000
National and State Social Agencies	..	..	..	150,000
Contingent Funds (including local purposes and foreign relief)	..	..	..	575,000
Total	..	..	..	\$4,263,545
Less estimated 1921 balances	..	..	..	500,000
Campaign Goal	..	..	..	\$3,763,545

has confronted Community Fund officials since the plan was first put into operation; that of capital accounts. It is apparent that with many of Cleveland's institutions dating back to the 70's, there will be constant demands for repairs, rebuilding, and new equipment. New organizations need new buildings or offices. Up to the present the Community Fund has not provided for such expenditures, and agencies have had to conduct separate campaigns for these purposes. This has often been misconstrued by those who have not made the distinction between capital and operating accounts. A definite study of the problems will be made during 1922.

However, before the Community Fund can safely consider problems of this kind, the basis of the support of the Fund must be widened, in order that those who have larger resources may be able to release some of their funds, which they have been giving for maintenance expenses, to cover capital expenditures. Although Cleveland has immensely increased the number of its givers to philanthropy during the last few years, it is still true that four-fifths of the money comes from those who make comparatively large gifts.

During 1921 the Community Fund made two notable advances in widening the basis of support—one in the way of accomplishment and the other in the way of preparation.

The so-called "Division B" of the Fund, which handled the small subscriptions on a geographical distribution of assignments throughout the city, was reorganized and put on a business basis. This year Division B secured over 162,000 pledges, more in number than any other single

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division of the Fund. This was an actual accomplishment in extending the basis of support.

TABLE 22.—RECORD OF PLEDGES AND PAYMENTS TO THE CLEVELAND COMMUNITY FUND FOR THE YEARS 1920, 1921, and 1922; COMPLETE TO FEBRUARY 28, 1922

	1920	1921	1922
Contributors of record	143,531	169,823	161,457
Total number of contributors	148,234	233,984	310,271
Total amount subscribed	\$4,026,000.72	\$4,364,848.57	\$3,820,017.13
Total paid to Feb. 28, 1922	\$3,902,010.35	\$4,059,194.08	\$1,381,883.12
Per cent. paid on total subscription	96.9	93.0	36.2 (first two months)

On the preparatory side, the schools were approached for the first time. Over 140,000 children from public, private and parochial schools contributed to the Fund. The amount which each child was allowed to give was purposely kept to ten cents, but the fundamental idea was that the purposes and work of the Fund should become known to the children, so that when they grow up, they may become workers for the Fund and supporters of its activities.

WELFARE FEDERATION

In January, 1922, Rowland Haynes, Director of the Recreation Council, was appointed director of the Federa-

tion, and Raymond Clapp, who served as Acting Director until Mr. Haynes was appointed, Associate Director.

The accomplishments of distinction of the Welfare Federation for the year are threefold:

1. The Federation met without difficulty the emergency relief situation brought about by the unemployment conditions incident to the industrial depression. Coupled with this was the preparation, in 1921, of the budget for 1922 in such a way that it could meet the enormously increased emergency relief demand, without crippling the constructive social work of the community.
2. Progress in practical coöperation by the placing of 17 agencies in offices in the same building.
3. Progress in the method of organization of functional groups within the Federation.

There follows a consideration of each one of these items in some detail.

Cleveland, like other cities, made very unusual demands on relief agencies during the year 1921. The Associated Charities, for instance, cared for nearly three times as many families as usual. Of those families requiring aid, twice the usual number required material relief of some kind—that is, financial assistance, instead of advice and non-financial service. In other words, the financial burden on the largest relief agency in the city increased nearly sixfold during the year 1921. It is notable, however, that this situation was met in Cleveland without any disturbance or strain. There were no auction sales of the unemployed in this city; there were no riots among men loafing in the parks and ready to fight for the distribution of

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bread, as in some cities. Cleveland was able to meet all the demands for assistance with the feeling that there was money enough at hand to meet all needs. The problem was merely to find those needs and meet them with sympathy and good sense.

Coincident with this, was the preparation of the budget for 1922. From the experiences of 1921, it was apparent that a very large emergency fund must be provided to meet the unusual demands of 1922. By careful coöperation among the various agencies, these unusual relief demands were met by curtailing the work of some of the other agencies, but in no case, abandoning or seriously crippling the constructive work of any of the philanthropic agencies in the city. Many business firms would be proud if they could say that they had met the crisis of 1921-1922 with as little crippling of necessary work in their organizations.

In a very practical way, the coöperation of the various agencies of the Welfare Federation has been furthered during the last year by the fact that in the spring 15 of the agencies associated with the Federation moved into the Electric Building. Two more relief agencies moved in early in 1922. The easy opportunities for consultation in day-by-day association have made for a closer knitting of the work of the Welfare Federation.

FUNCTIONAL GROUP ORGANIZATIONS

In the year 1921 several group agencies were organized, namely:

The Children's Bureau

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The Summer Camp Council

The Cuyahoga County Public Health Association

The Association for Boys' Work

The Mental Hygiene Committee

With over 100 agencies in the Welfare Federation, it became apparent, about three years ago, that organizations of groups of agencies dealing with the same subjects were necessary in order to promote and coördinate the work of various agencies in each field.

At first the tendency was to develop an organization made up of representatives of the various agencies in a given field for the purpose of mutual aid through conference only. These organizations have no paid staff and no budget; the Settlement Union was the first of this type and still remains in this classification. Others are the Council on Illegitimacy, The Mental Hygiene Committee, and The Association for Boys' Work.

The second type of group organization is that of an agency which performs a common service for all the agencies in the group. These agencies are staffed and financed independently of the agencies within the group they serve but the service rendered usually represents a saving which more than pays the cost of operation. The Association for the Crippled and Disabled with its social service department and central brace shop; the Hospital Council with its central purchasing bureau and its committee on dispensaries; the Children's Conference with its placement bureau; the Girls' Council with its central office and summer camp for the Girls' Scouts and Camp Fire Girls and other girls' clubs; the Camp Council with its central regis-

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try—represent this type of organization. A number of the organizations of this type began as deliberative bodies only and later developed into administrative agencies.

The third type of group organization is formed independently of the agencies in the given group to plan and initiate and give direction to work within the specified field. These organizations are directed by experts, who apply in the specific fields the principles that the Welfare Federation is applying to the general field of social work. The Recreation Council, The Community Betterment Council and the Cuyahoga County Public Health Association represent this group of organizations, each having been created as a result of a survey in the fields they cover.

The question of the relation of these functional groups to the Welfare Federation, that is, whether they are participating agencies within the Federation or whether they are departments of the Federation, has not yet been clearly determined.

RELIEF AGENCIES

Between \$1,500,000 and \$2,000,000 was expended for relief work during 1920-1921. Private agencies supported by the Community Fund, such as the Associated Charities, the Red Cross, Salvation Army, and Hebrew Relief Association, carried the bulk of the burden. The remaining work was financed by public taxes and was administered by the Department of Outdoor Relief at the City Hall and by the Mothers' Pension Bureau at Juvenile Court.

The work of the Associated Charities is organized to develop a wholesome family life, with material relief always incidental to the other social service rendered. During the

past year, one out of every two families dealt with had to have material relief—food, shelter, fuel or clothing. Formerly the proportion was one in four. In other years 3,500 families were brought to the attention of the Associated Charities; in 1921 there were 9,363 families with a total of 47,000 individuals. Recent figures show that four out of ten families investigated were colored.

During the past year the Department of Outdoor Relief cared for 11,500 families, with a total of 46,000 individuals. A large part of this aid consisted in shoes and shoe repairing. Four thousand tons of coal were delivered. The total expenditure for the year was about \$225,000.

At the end of February, Mayor Kohler and Director of Welfare Ralph Perkins requested the Associated Charities to take over the work of the city Outdoor Relief Department, stating that \$100,000 of the \$150,000 appropriated for the Bureau of Outdoor Relief were spent in the first two months of 1922. The request carried with it the implication that such a department in the city government must necessarily be the object of abuse.

The Salvation Army has about 300 families on its visiting list. It also gives night lodging and meals to homeless men in exchange for work in the lodging houses. On Christmas day, 312 homeless men were given dinner. During December 471 baskets of groceries, 177 garments, and 550 pairs of children's stockings were distributed by the Army.

EX-SERVICE MEN

The army of the disabled is growing constantly, its number swelled by those whose disabilities are just becoming

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evident—tardy complaints, such as tuberculosis, heart disease, mental disorders. In 1921 the Home Service Department cared for 10,479 families, including 43,000 individuals. The Red Cross Information department, Compensation Bureau, and the Medical Service department of Marine Hospital served 32,263 individuals.

TRANSIENTS

Because of the intensive work done in the past with non-residents Cleveland has suffered less from this problem than most large cities. There is no municipal lodging house. Private agencies have met this need. During 1921 the Associated Charities opened a second Wayfarers' Lodge with a capacity of 250. The American Legion has opened a barracks for homeless ex-service men.

THE CLEARING HOUSE

The past year was the heaviest in the history of the Social Service Clearing House, the records showing 88,700 inquiries made. The fact that of this number 48,700 cases were found already in the files shows the service rendered by the clearing house to the 100 agencies which it assists in avoiding duplication of work.

CHILD CARING AGENCIES

Children's Bureau.—The Children's Bureau, which was proposed as a result of the study of child caring agencies during 1920, was in operation early in 1921. This Bureau is handling certain common problems of child caring

agencies and is drawing the groups interested in this type of problem closer together in the consideration of their common needs and methods. The Bureau aims:

1. To investigate all requests for admission to the various children's institutions, reporting their findings to the admission committee.
2. To supervise the family after the child enters the institution, and, after the child is returned, to follow the family and the child so that the greatest benefits may be secured from the institutional stay.
3. To study the children at present in institutions, to develop plans in coöperation with the institutions for their care.

Monthly conferences are held for discussion of problems and for the development of standards on medical, dental, nutritional and other kindred subjects.

Since April, children from 217 families have been admitted to institutions, 165 have been returned to parents or relatives, 93 have been referred to boarding agencies, and a total of 8,491 visits have been made. The institutions under the Welfare Federation have cared for 2,464 children, providing over 522,000 days of care. On January 1, 1922, there were 1,154 children in Cleveland institutions.

Other Child Caring Agencies.—The budget of the Mothers' Pension Bureau, amounting to \$260,000, has been stretched to its utmost. Widows whose older children have helped the family income have had to fall back upon the pension because of unemployment. Women themselves who have done day work have found this source of revenue cut off.

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The Bureau has 585 Cuyahoga County Mothers on its list. The highest amount paid to any mother during the past year was \$115 a month. In July the statute was changed making the maximum allowance for one child \$35, and allowing \$15 for each additional child. The rate formerly was \$15 and \$7.

During the past year, in accordance with the recommendation of the Children's Survey, the Humane Society enlarged the child-placing and home finding department. By increasing its facilities for placing children in free, boarding, and adoptive homes, the society will be able to take over the placement work of the Juvenile Court and other child caring agencies.

The Humane Society acts as the agent of the state to issue licenses to all homes where children are boarded. It is also the local representative of the Division of Charities. Under a recent agreement the Society supervises children committed to the state. County funds are used to pay the board expenses of these children. This plan makes it possible for the cost of caring for dependent children to be met from public funds.

NEW SITES FOR INSTITUTIONS

The Catholic Charities Corporation has purchased a plot of 175 acres on State Road, about nine miles from the public square, on which they are planning to group the majority of the Catholic institutions for children which are now scattered throughout the city.

THE HANDICAPPED

The Association for the Crippled and Disabled has centralized its work at the new Orthopaedic Center, 2233 E. 55th St., where it has opened a central orthopaedic brace shop in accordance with recommendations of the Hospital and Health Survey. There are located the following departments of the organization: social service, home industries, home physiotherapy, Sunbeam Training School and Work Room, Sunbeam Shop, the employment department for the handicapped. Rainbow Hospital office and the State Bureau of Industrial Rehabilitation are also housed in the same building. The State Bureau, recently established, has at its command state funds through which vocational training is given to the disabled. This work has grown rapidly during the past year due mainly to the fact that there has not been the lure of high wages to work against the seizing of such opportunities for further training.

The Society for the Blind has extended the capacity of its broom shop so that more may be employed there, as the present industrial conditions have made it increasingly difficult to find employment for the blind.

SOCIAL SETTLEMENTS

During the past year there has been a distinct growth of the idea of democratic control of settlements. The people from the neighborhoods are being given representation in the management, discipline and program.

At Hiram House the plan of democratic control is being worked out through the Community League, which func-

tions through a board of delegates, an executive committee, a police force and a League court. In the summer the plan finds further opportunity for working through the organization known as Progress City in which the legislative, executive and judicial functions are carried out by the children themselves.

The Council Educational Alliance is affording the same opportunity for self control through the Alliance City Club. Edmund T. Anderson, the new director of Alta House, has a House Council composed of representatives from clubs whose members are 18 years of age or over, who determine the policies of the House. The Play House Settlement has an association of clubs built upon the representation plan. Goodrich House and the other settlements are working along the same line.

The Settlement Union is studying the problems of the various settlements, attempting to develop activities suitable for the various age divisions. Many of the settlement houses are developing a children's department, caring for boys and girls up to the age of ten; boys' department caring for boys from ten to sixteen; girls' department dealing with girls from ten to sixteen.

The West Side Community House took possession of the new four-story building on its old site so that its work, which was practically discontinued for two years because of inadequate quarters, has been resumed.

CHAPTER XIV

RECREATION

RECREATION progress in Cleveland in 1921 falls into five divisions:

1. The establishment of a demonstration and experiment center in the Rawlings Community Center.
2. The extension of the holdings and work of the Metropolitan Park Board.
3. The development of summer playgrounds.
4. The development of summer camps.
5. The development of important features in connection with the work of philanthropic agencies.

OBSERVATION CENTER

The Cleveland Foundation's Recreation Survey pointed out the urgent need of a demonstration observation center in connection with the recreation activities, to show recreation workers from all parts of the city the newer and better methods of conducting the work. Early in 1921 such a demonstration center was opened at the Rawlings School. A wide range of activities was inaugurated and the center is open practically every day in the year. The activities cover playground and gymnasium work, game rooms, dramatic clubs, dancing, orchestra, nutrition classes and general weekly entertainments. The weekly attend-

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ance has ranged from 1,000 to 7,000 with an average throughout the year of 2,962 per week.

METROPOLITAN PARK BOARD

The Metropolitan Park Board, which has the problem of developing the great outer circle of parks around the city, has made distinct progress, both in the acquisition of new land and also the use of land already acquired. During 1921 it purchased 934 acres and had under option 502 acres. At the close of the year 1921 it was negotiating for 500 additional acres, making a total of nearly 2,000 acres, either acquired or under consideration. At the beginning of the year 1922 the Board had actually acquired about 700 acres, so that during 1921 it acquired or had under process of acquirement nearly three times as much as had been taken over in the whole preceding history of the Board.

The Board also adopted the policy of using some of the land which it already owned for camp sites which were opened in the Rocky River tract and also in the Euclid Creek holdings.

Three sections along the parkway have been legalized as bird and game preserves. They are as follows:

1. A tract of 400 acres in the Rocky River vicinity, bounded by Madison Ave. on the north, Lorain Rd. on the south, Berea Rd. on the east and Wagar Rd. on the west.
2. A tract of 250 acres lying partly in Medina County on a line extending south from Broadway Rd. It is well watered and includes some forest land.
3. A district of 900 acres bordering on the west side of the Cuyahoga River in the vicinity of Brecksville.

Another tract of 900 acres in the vicinity of Euclid Village, bounded on the north by Chardon Rd. on the south and east by Highland Rd. and on the west by Richmond Rd., will soon be in the hands of the park board. This tract was originated as a preserve by the Northern Ohio Fish and Game Protective Association last summer.

The plan is to create a continuous bird and game sanctuary along the metropolitan parkway. Considerable reforestation is necessary to furnish food and shelter for birds and game. A start will be made this spring when rapidly growing spruce trees will be planted in the Rocky River preserve. The sanctuaries will be under the control of the Ohio Fish and Game Bureau which will stock them. No hunting will be allowed but the grounds will always be open to picnics and outings.

The appointment of a competent engineer and chief executive of the Board took place in September and marked a real advance in the possibilities of development.

PLAYGROUNDS

An increase in the budget appropriation for playgrounds under the Board of Education and no material decrease in the budget for playgrounds under the Park Department, made possible this year an increase of about 50 per cent. in the number of playgrounds during the summer of 1921, over that of the preceding year. It showed itself in the matter of attendance, which was 1,414,646 for 1921, as against 828,724 for 1920. The significant fact is that, while the number of grounds increased 50 per cent., the attendance figures increased 70 per cent., showing a wider use

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of the playgrounds already in existence as well as the extension in number.

An interesting development this year was the turning over by three industrial plants of properties under their control for playground use, thus increasing the facilities available for the children outside of the regular school and park playgrounds.

SUMMER CAMPS

The summer Camp Council is the outcome of the Welfare Federation's survey of summer camps and vacation homes which was completed in the spring of 1921. The survey showed that the unused capacity of nine of the present camps equalled more than one season's capacity for two average camps. The Summer Camp Council, made up of representatives of all social agencies in the city having summer camps, was organized to coördinate the work in this field. It has opened a central application bureau, or summer camp registry, for the purpose of extending the present facilities, particularly in the beginning of the season, by acting as the link between the agencies maintaining camps and the organizations desiring such opportunities for their beneficiaries and other individuals in the community needing this service. During the season 24 agencies made application for 2,256 individuals, and 17 outing agencies registered 6,056 guests.

Discussion of problems met by all the camps have been continued throughout the year in the meetings of the Summer Camp Council. A uniform medical examination blank and minimum standards for various parts of the camp service are being worked out.

Another development encouraged by the Camp Council has been the use of the Metropolitan Park System and private grounds for camp sites.

One new camp has been added to the already generous camping facilities of the city's social agencies. A farm of 105 acres, located at Cold Springs, Ashtabula County, upon the Grand River, has been secured for a camp site for the girls' organizations represented in the Girls' Council.

A campaign for a fund for \$40,000 to purchase and equip the camp was carried on last spring but because of the very great business depression of that period the campaign realized \$25,634.94. Of this amount \$19,122.50 was paid on the property purchased—\$385.85 interest on mortgage for balance unpaid—\$2,148.37 was spent for equipment—\$125 for an extra cottage—\$470.59 for deeds, abstracts, taxes, and topographical map—\$2,560.97 for campaign expenses—leaving a balance unexpended January 1, 1922, of \$821.66. The Girls' Council will continue a quiet campaign this spring to raise the balance owing on the property of \$10,877.50 plus about \$10,000 needed to improve the property with septic tank and sewage disposal system, additional housing and equipment needed.

Last summer the camp accommodated 75 girls a day for a period of six weeks and hopes to double that capacity upon realizing additional funds.

FURTHER PROGRESS IN RECREATION ACTIVITIES

The Recreation Council formed an Association for Boys' Work, to bring together those interested for the discussion and promotion of work in meeting the special problem of

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boys throughout the city. (See section on Social Settlements.)

Late in 1920 the Cleveland Recreation Council organized the Cleveland Basketball Commission, which is now an entirely independent body elected by those interested in the sport. This commission had a twofold effect during the year 1921—it conducted a city-wide tournament with 187 games and also drew up eligibility rules for this tournament, which had the result of encouraging both amateur and semi-professional play, by making a clear cut line between them and having this line recognized in a friendly spirit. How well it succeeded in its first year is shown by the following facts:

There were five leagues, 335 registered teams, over 2,500 players, including substitutes, 7,900 scheduled games and an attendance in the city-wide tournament games of 65,450.

RECREATION PROBLEMS FOR 1922

While real progress has been made during 1921, three or four items have appeared which show that much more needs to be done in Cleveland to meet the problems of recreation.

1. A careful study should be made of methods which could be used to strengthen the influence of the school upon home recreation. It is impossible to finance enough playgrounds in Cleveland to meet all the play needs of the children of the city. It is obvious that playgrounds must be furnished for those sections of the city which, on account of congestion, most urgently need them, and that most of the play needs of other parts of the city must be met

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through home direction of recreation under the influence of the schools. Many school subjects have a definite influence on the spare time activities of the children. Following the suggestion of the Cleveland Foundation's Recreation Survey the proposed plan would emphasize those subjects in order to more fully influence the spare time of the children.

2. An increased budget is necessary if Cleveland is to retain its place as a leader in recreational activities or to meet adequately the recreation demands. The building program of the schools which, for sinking fund and interest charges, put an increasing burden on the maintenance budget, makes necessary the consideration of possible legislation which shall provide for adequate support of recreation activities without curtailing other necessary activities of the city and the schools.

3. The industrial depression has, curiously enough, presented an opportunity for real recreational development. It has made possible the emphasis on the participative type of recreation, rather than the purely representative type. In other words, industrial plants are finding it impossible to finance teams which shall represent their plant but which do not occupy a very large place in the recreation life of their employes. This points to the need of further leadership in this line during the coming year.

CHAPTER XV

THE ARTS

"Indeed, the new order of steam and iron and coal and large factories had little use for art, for painting and sculpture and poetry and music. * * * The leaders of the new industrial world were too busy and had too little education to bother about etchings and sonatas and bits of carved ivory, not to speak of the men who created those things, and who were of no practical use in the community in which they lived. And the workmen in the factories listened to the drone of their engines until they too had lost all taste for the melody of the flute or fiddle of their peasant ancestry. The arts became the step-children of the new industrial era. Art and life became entirely separated. Whatever paintings had been left were dying a slow death in the museum. * * *

"But steadily, although slowly, the arts are coming back into their own. People begin to understand that Rembrandt and Beethoven and Rodin are the true prophets and leaders of their race and that a world without art and happiness resembles a nursery without laughter."—VAN LOON, "*The Story of Mankind*."

FINE ARTS MAGAZINE

THE first number of the *Fine Arts Review* appeared in March, 1922. It is published in Cleveland and includes all the arts within its scope. Although its first number is confined to Cleveland activities its publisher intends ultimately to make it a magazine of national interest and circulation.

ART

Exhibits.—The third annual exhibition of the work of the Cleveland artists and craftsmen held in May, 1921, at the Cleveland Museum of Art was an outstanding event of the year, an event attended with much adverse criticism as well as appreciation because of its distinctly modern character. The exhibit differed radically from those of the two

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preceding years, and the large number of people attending the exhibition indicated a desire to learn something of the more radical methods of handling a subject.

More than 50 exhibitions were held in Cleveland during the past year. The majority of these were of contemporary American art. The Cleveland Museum of Art held 26 special exhibitions, 21 of which were of work by contemporary artists. The outstanding exhibition was that of the nearly two hundred canvases of the Russian painter Nicolas Roerich held in April, 1922.

The Cleveland Art Association held three exhibitions, two at the Arts and Crafts Shop and a more extensive one at the Art School. The latter was a notable showing of costumes and accessories of the past century lent by residents of Cleveland who brought out their heirlooms for the occasion. The Cleveland School of Art held five exhibitions of its own. Four of these were of the work of the instructors, and one an annual exhibition of the work of its students, which as usual was held at the Museum of Art.

An exhibition of the work of the Society of Cleveland Artists was held in February and March, 1922, at the Cleveland School of Art.

The Gage and Korner and Wood Galleries have each held ten exhibitions, chiefly of modern American artists. The most notable of these were the canvases of Frank W. Benson shown at the Gage Galleries in the fall of 1921, and those of Ira Colton, a Cleveland artist, shown at the same galleries in the spring of 1922.

Acquisitions to the Museum of Art.—The permanent collections of the Cleveland Museum of Art were increased by

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over 1,500 objects, the most notable being a collection of lace from J. H. Wade, two fine Gothic marble heads from William G. Mather, a monumental terra-cotta relief by Benedetto Buglione from J. H. Wade, important additions to the Korean and armor collections from John L. Severance, and to the print and painting collections from the Print Club and other donors; a portrait of Washington by Joseph Wright, a portrait by Gilbert Stuart, and two medieval stained-glass windows, which should prove a helpful inspiration to church committees. The Children's Museum at the Museum of Art has received from Mrs. E. C. T. Miller 12 natural models ingeniously contrived to show the effect of environment on animal coloration, and six models of primitive man which are being used effectively by the public school classes visiting the Museum. Of outstanding interest is the gift of \$360,000 added by J. H. Wade to his endowment fund for the purchase of works of art, raising this fund to nearly \$1,000,000.

For the first time in the history of the Cleveland Museum of Art, in order to maintain the existing standard of service, the trustees have approved a budget in excess of income from endowment and from membership; so that the Museum now faces the necessity of increased endowment or of vastly increased membership if it is to continue its activities without curtailment.

Art Education.—The Cleveland School of Art continues to be the chief agency for professional art education in Cleveland. The art work in the public schools, adapted to the average child, aiming to develop self-expression and taste, and the educational work of the Museum of Art,

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aiming toward appreciation, and the work done by the Cleveland Public Library are reported in the chapter on education. The School of Art also has children's work, which it has reorganized this year in Saturday classes under the direction of Otto Ege, head of the teachers' training department. The costume design department, established in coöperation with the Cleveland Garment Manufacturers' Association, as reported last year, has been continued. Twelve luncheon meetings were held in connection with this department for the designers of garments in Cleveland factories. At these meetings some of the foremost persons in the profession from New York and Chicago gave addresses. Miss Ruth Reeves was brought to the school to give intensive training to students in costume design.

At the commencement exercises held in the Cleveland Museum of Art the school presented a pageant representing divers periods—Egyptian, Greek, Roman, Byzantine, East Indian, Chinese, Japanese, Gothic, and Renaissance. The pageant was directed by Howard Fremont Stratton of Philadelphia and the costumes were given by friends of the school.

A scholarship, enabling the winner to travel and study in Europe for one year, was instituted this year. Other new scholarships are the Emily P. Mansfield, the A. T. Hubbard, the Mrs. Ralph A. Harmon, and the Cleveland Chapter, Service Star Legion (the last available only for an ex-service man), each affording free tuition for one year. The Mrs. I. H. Mansfield prizes for sculpture (cash prizes) are also new. Many other scholarships and prizes were awarded as heretofore.

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September 21, 1921, through the coöperation of the Cleveland Chapter of the American Institute of Architects, an architectural department was started in connection with the School of Art. The courses are held in a studio which was set aside for that purpose by the Art School. The instructors are members of the faculty of the Art School, the head instructor being the architect, Robert W. Wright.

The John Huntington Polytechnic Institute has added to its other courses of free instruction a course in the theory of color. This is given to residents of the city employed in any of the applied arts or industries.

A group of newspaper men has organized a class in newspaper art for which the John Huntington Polytechnic Institute has lent its equipment.

Arts and Crafts.—The Cleveland Art Association, besides its gifts to the Art School and the Museum of Art, its receptions and Inter-Arts suppers, has been peculiarly successful in its Arts and Crafts Shop in spite of the business depression. It has shown an actual increase of \$100 in its business for 1921 above the figure for 1920.

Art Societies.—The Cleveland Society of Artists, composed of about 200 men, was incorporated in 1921. A trust fund for building was established in order to secure permanent quarters for the Club. Auctions are held annually at Rorimer-Brooks Studios, of painting and art objects that are contributed by the members of the Society. The proceeds of these auctions are invested by the trust fund and are to be used ultimately for the permanent building. A building on Prospect Ave. near E. 40th St. is at present used by the Society for club rooms and work rooms.

The Women's Art Club has secured permanent quarters in the Gage Galleries, where a large room on the third floor is used for club meetings and for exhibitions. This is in addition to the club house which they own at Gates Mills.

The Fine Arts Building.—A studio building, for the purpose of bringing together people of the several arts,—painting, sculpture, crafts, music, drama, or others,—has been created by remodeling a large house at 3226 Euclid Ave. and adding to it a forepart. Certain rooms are available free for exhibitions by artists. Sunday afternoon studio receptions were instituted in December and several of them have been held.

Arts in Industry.—The recognition of excellent design as an important element in manufactured products is shown in the coöperation, noted above, of the Cleveland Chapter of the American Institute of Architects, and the Cleveland Garment Manufacturers' Association, and the proposed coöperation between those interested in the ceramic and glass-making industries and the Cleveland School of Art. The need for knowledge of design among designers is patent; a like need among sales persons is as clear not only in the fields of ceramics and garments, but in those of furniture, fabrics and all manner of household utensils. The School of Art trains designers, the Museum of Art influences the public, but there remains that indispensable link between designer and public, the salesman, who up to the present has not been offered the training which would aid him in presenting works of industrial art to the prospective purchaser.

Music

The Cleveland Orchestra.—The Cleveland orchestra, composed of 87 performers under the direction of Nikolai Sokoloff, has completed the fourth year of its existence.

During the 1921-1922 season it presented 16 pairs of symphony concerts on Thursday evenings and Saturday afternoons, 12 popular concerts on Sunday afternoons and five children's concerts, a new departure this year, in the Masonic Hall. It gave about 15 concerts in school auditoriums and industrial centers. About 75 concerts were given out of town in the month of January, and in the spring after the close of the regular Cleveland season. The January tour included New York, Boston, Pittsburgh and 12 other cities. The spring tour of five weeks included several festival performances. Near-by cities, such as Youngstown, Akron, Canton, received more than one visit.

In addition to the performances given in Masonic Hall, which included the popularly priced Sunday concerts at which one-third of the seats were sold for 25 cents, are the concerts given in schools, and among industrial groups, where it is estimated 14,000 persons attend who would not otherwise hear music. The concerts in the public schools have done much to stimulate an interest in music. The orchestra conducted the Music Memory Contest in which 1,500 children participated. Free instruction in orchestral instruments is given on Saturday mornings at East Technical High School—750 pupils are enrolled, and 28 teachers furnished from the orchestra. Classes in the "home" instruments, violin, flute, etc., are the most popular, but many students adopt the larger "ensemble instruments"

that are furnished by the Board of Education with the aid of the Musical Arts Association. The attendance of school children at the Saturday symphony matinees has been encouraged by providing tickets at a nominal price, sold through the teachers.

The Cleveland orchestra is the first in any American city to make an effort to render a city-wide service such as above described. This service costs about \$70,000 and approximately one-half of the amount is met by appropriation from the Community Fund, and one-half from private donation through the Musical Arts Association, which organization is composed of 135 people who originally instituted the orchestra and are its guarantors. Until recently the community-wide service rendered by the orchestra has not been sufficiently understood and consequently there has been considerable criticism of the contribution of the Community Fund for this work.

The permanency of the orchestra cannot be assured until it receives more support from the general public. The past season showed that great progress has been made in securing such support. The Sunday concerts were given to capacity audiences and the attendance at the Thursday evening concerts increased greatly. The appeal of the Women's City Club to its large membership to support the orchestra by the purchase of season tickets and the work of the business manager to sell the orchestra as a civic enterprise have been factors in the increased attendance. However, musical critics have noted great improvement in the playing of the orchestra, so that it is safe to assume that it is winning popular support on its merit.

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Dudley Blossom, former director of the Department of Welfare of the city of Cleveland, has been appointed executive director of the orchestra. Lincoln G. Dickey, who was business manager during the 1921-1922 season, has resigned to become director of the new Public Hall.

Musical Instruction.—Under the direction of Ernest Bloch, a composer and pedagogue of international fame, the Cleveland Institute of Music promises to be one of the great schools of music in the country. The enrollment for its second season is more than 200 pupils. A lecture course in music appreciation, given by Mr. Bloch, is open to the public and is well attended. Classes in theory and composition are making an appeal to students who come from other cities. Classes in the evening offer special opportunity to persons who are employed in daytime hours. Recent additions to the faculty include Beryl Rubenstein, piano; Andre de Ribeauville, violin; Hubbard Hutchinson, theory; Hubert Linscott, voice and Jean Binet, teacher of Dalcroze Eurythmics. Institute classes are conducted at Southington School, Shaker Heights, and there is supervision of the music departments of University School and Hathaway Brown School. The Laurel School music department continues under the direction of David Mannes of New York.

Popular Music Instruction.—Three hundred and fifty pupils are enrolled at the Music School Settlement, where instruction of the best quality is furnished at a nominal price. There is at all times a waiting list of several hundred names.

The music department of the Y. W. C. A. has an enroll-

ment of 250 pupils, and a record of 4,500 lessons given during the past year. This instruction is of excellent quality.

Four hundred Cleveland music teachers are engaged in music instruction in schools where music credits are given, or in their own studios.

Music at the Museum of Art.—Discussion has waged in both museum and musical circles about the appropriateness of musical performances and musical instruction as a function of a museum of art.

The answer seems to be found not in abstract theory but in the fact that all musical offerings at the Museum are met by eager crowds, greater than can be accommodated. Douglas S. Moore, who came from study in Paris in October, 1921, is resident director of the musical activities, which now comprise community singing by groups of adults and children and lectures in music appreciation with demonstrations by the best local artists.

A gift of \$250,000 was presented by Mrs. Bertha Aiken McMyler and daughters in memory of P. J. McMyler to be used for the development of a department of musical art. By this means a Skinner organ of 64 stops has been installed and a fund established to support the new department.

Music Clubs.—Clubs in which a serious study is combined with public performances, enlisting the efforts of singers and instrumentalists in many departments, are a potent factor in the music life of Cleveland. The Fortnightly Music Club of 1,000 members, the Singers Club, a male chorus of 125 members, whose director this year is Edwin Arthur Kraft, the Harmonic Club, a mixed chorus

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of 150, continue their activities as they have for many years. Their public concerts have a large patronage. An efficient women's chorus is maintained by the Cleveland Federation of Women's Clubs. Smaller clubs exist in all parts of the city, some of which provide scholarships for talented young musicians, and all render philanthropic service in sending music to hospitals and institutions.

The custom of Christmas caroling revived by the Music School Settlement several years ago to raise funds for its support has spread throughout the city, and this year groups from clubs and schools went forth for no other purpose than to spread Christmas cheer through song.

Public Performances.—The Cleveland Opera Company, an organization of amateurs, has presented opera in English for two seasons of one week each. It has a chorus of 100 members, and principals of much ability.

Bohemian opera has been presented for many years in the foreign part of the city. Smetana's opera, "The Bartered Bride," has been performed annually for 17 years and other light operas have been undertaken. The Lithuanian Choral Society of 200 members has given several concerts in the Lithuanian hall during the season.

The year 1922 finds Cleveland without its usual quota of grand opera. The only performances scheduled are those of the Scotti Company announced for a brief season in the month of May. Concerts, however, have never been so numerous. Several important courses of recitals by great musicians are scheduled, national and local managers vying with each other in the presentation of all available artists. A course promoted by G. Bernardi presents sing-

ers from the Metropolitan and Chicago Opera Companies, and many instrumentalists of renown. Miss Brigid Gafney was, until her death in February, local manager for a number of the greatest concert attractions. Miss Katherine Pickard is local manager for another great series of concerts.

Chamber Music.—A distinctive feature of the Cleveland season is the growing interest in chamber music. The Chamber Music Society, an organization under private management, brings famous string quartets from abroad, and local organizations present programs of the highest type of excellence. The Cleveland String Quartet, composed of players from the orchestra, has for its members Louis Edlin, Carlton Cooley, Samuel Lifschey, and Victor De Gomes. A second quartet is also in frequent practice. A recent addition to this form of music is the Cleveland Woodwind Ensemble. It has ten performers, all members of the orchestra. A course of Chamber Music "Pops" is a recent innovation.

Music in Churches.—Organ recitals are presented in many churches, notably in Trinity Cathedral by Edwin Arthur Kraft, and in the Old Stone Church by William B. Colson. Large choruses are used in several church choirs, although for the most part a double or single quartet of singers provides the music for church services.

Music in Commercial Establishments.—Owing to the depressed condition of business many industrial plants have given up a portion of their musical activity, although in most factories there is a band which gives noonday concerts and takes part in civic celebrations. In several de-

partment stores there are singing clubs, and time set apart at midday for mass singing. Lectures on music appreciation by prominent speakers are offered at the Halle Bros. store.

DRAMA

Commercial Drama.—A number of fine new theaters have done a great deal toward giving Cleveland the metropolitan atmosphere it has acquired recently: but the increased theater capacity has not as yet greatly changed the taste of Cleveland's theater-going public. Vaudeville and farce play to crowded houses while drama too often is discouraged by empty seats, so that to date, it attempts weekly stands; only such dramas as "The Bat" and "Lightnin'" risk longer stays.

The old Opera House, which was permanently closed April 1, 1922, has had a checkered career during its last year. Its time-honored decorations were changed, and for several months during the autumn and fall it was used for vaudeville. Its location, however, appeared to be unfitted for this class of entertainment and the drama bookings at the Ohio returned to the Opera House for the last few months of its existence.

The Ohio which has housed Shubert vaudeville during the 1922 season, has since the closing of the Opera House accommodated the regular Klaw and Erlanger productions.

The Hanna has continued to house legitimate drama.

The Shubert-Colonial on Superior at E. 6th St. has been acquired for the burlesque and vaudeville performances of the Star Theater.

The Star Theater after 31 years of service is to be replaced with an office building.

The Keith Theater at 105th and Euclid, beautifully finished and decorated, and with a seating capacity of 2,800, was opened in January, 1922. The new Keith theater, located in the 21 story Keith Building at Theater Square, with a seating capacity of 3,600 is nearing completion and will be opened in September. The B. F. Keith lease on the Hippodrome expires July 1, and the building will be taken over by Walter Reade of New York.

Stock Companies.—The old days when stock companies flourished in Cleveland, not for a season but for many seasons with the same stars and same plays, went with the incoming tide of movies, but the more than momentary success of two companies during 1921 may indicate a possible return of stock.

A stock company with a change of bill weekly, under the management of Mrs. E. C. T. Miller, ran a season at the Prospect Theater and revived many standard plays. During this season there was produced, "The Masterpiece," the work of Mrs. John S. Hale, a new Cleveland dramatist.

During the summer of 1921 a stock company played at the Ohio Theater. This company was different from the usual resident company in that it incorporated the visiting star plan in vogue in the eighteen sixties—the star being usually the actor who had originated the part in New York.

Special Performances.—The Harvard Forty-Seven Work Shop Players played to full houses for several performances

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at the Duchess Theater last season. They gave a "Punch for Judy" and three one act plays.

The Provincetown Players came to Cleveland this season for the first time, presenting Charles Gilpin in "Emperor Jones."

Such performances have encouraged amateur groups in the city to organize for more serious work.

Amateur Dramatics.—There has never been so great an interest in amateur dramatics as at the present time. The reason is obvious—a desire to play after strenuous days of war work. The result is that almost every club, whether that of middle aged intellectuals or of Russian immigrants, is earnestly engaged in the task of acting. Many new groups are being formed whose sole and avowed purpose is that of producing drama.

The Cleveland Recreation Council has made an effort to form the latter groups into an Association of Amateur Dramatic Clubs. The purpose of the Association is to unite the efforts of the clubs and to form a clearing house where lists of plays with annotations by those who have produced them will be filed. Eighty-seven dramatic clubs have been asked to join the Association.

The schools, social settlements and Y. W. C. A. and Y. M. C. A. have awakened to the value of the arts. Drama, the symbolism of color, the beauty of design are all being seriously studied and taught. Groups such as the Five Arts League of the Council Educational Alliance are attempting to develop an appreciation of drama as well as to do creative work by studying and producing plays such as Lord Dunsany's "Glittering Gate" and Mollier's "The

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Doctor in Spite of Himself." Such groups do their own stage craft and make their costumes, thus applying the crafts to the arts.

Amateur Dramatics Among Foreign Groups.—The foreign groups of the city have revived their pre-war interest in native drama. The Lithuanian Theatrical and Choral Society is one of the best organized groups. Their new hall on St. Clair Ave. is now completed and they give weekly performances. Their most popular dramas are "Rut Vil," the story of the Lithuanian Joan D'Arc, "Genoviate" or St. Genevieve, and "East Lynne."

At present there are six dramatic organizations among the Bohemians. Of these, one is a Catholic society that gives its plays in the church hall of Our Lady of Lourdes Church. All of the others give performances in the Bohemian National Hall on Broadway. They have given 14 performances during the current year, ranging from comedy such as "The Borrowed Family" by J. L. Slechter, to "The Count of Monte Cristo." Favorite English dramas such as "Two Orphans" have been translated and produced in the Bohemian language.

The Play House.—The Play House continues to be the only theater devoted to amateur productions. It is now in its sixth season.

The Play House began its sixth season of production under the direction of Frederick McConnell. Mr. McConnell comes to Cleveland after several years of experience in the little theaters of Detroit and Pittsburgh, and a season of production at the Greek theater at Berkeley.

The Play House will have presented 16 plays during the

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season, among which was the premier of Charles Brooks' first play, "Wappin' Wharf."

The growing interest taken by the public in the Play House is evidenced by the fact that each production is now given eight times and usually extra performances are played to crowded houses. The Drama League has bulletined most of the Play House productions.

Schools of Stage Arts.—The Ohio School of Stage Arts was established in the Ohio Theater Building with a staff of instructors recruited from professional companies and from the lecture platform. Combined with the school is the Thimble Theater, whose stage can be made to open to an auditorium with seating capacity of 204 or to a class room. This small theater is one of the most beautiful assembly halls in the city. It is used both for professional and amateur productions and training classes. For practical experience the students of the school are utilized in visiting companies. An outgrowth of the above-mentioned school is the School of the Theater at 105th and Euclid Ave., with a department of drama, of stage dancing and stage craft.

If Cleveland can support these two new schools in addition to several others that have been in existence for some time, it will indicate that the city is becoming a center for stage training deserving serious consideration from producers. How many recruits for these schools come from amateur dramatic clubs is a question worth answering.

Cleveland Pulls the Strings.—The keen interest in marionettes being manifested by many groups is a part of the wide-spread interest in amateur dramatics, and in the

creative arts in general. The Book of Marionettes, written by a Cleveland woman, may have been the cause of placing Cleveland second to New York in its interest in this form of production. Tony Sarg's marionettes have made several visits and at one time, through the efforts of the Drama League, played to a capacity matinee at the Ohio Theater. But Cleveland is not dependent upon outside talent. Several groups are devoting much time and attention to marionette productions, and many other groups are producing for their own pleasure.

The Puppet Players Guild affiliated with the Play House, a group led by Mrs. Winifred H. Mills, a group of young people at the Fairmount Junior High School and one at Lakewood High School, a group at Hiram House and one at the Educational Alliance are all engaged in serious work and study, which has resulted in good public performances.

All of these groups have made the scenery, the marionettes and all of the necessary equipment for their productions and all have used the 15 inch puppets.

CIVIC CONSCIOUSNESS AND DESIRE FOR BEAUTY EMBODIED IN COMMUNITY PAGEANTS

Two elaborate pageants were staged during last summer. In July, a pageant, "The Fantasy of the Flag," was performed at Edgewater Park. In August, a pageant called "The Spirit of the City," was performed in Wade Park to commemorate the 125th anniversary of the city. Both were presented under the auspices of the Cleveland Director of Parks, and the special direction of Harper Garcia Smyth.

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A thousand people participated in the "Spirit of the City" which was witnessed by thousands of spectators. The picturesque episodes of Cleveland's history were presented with accompaniment of chorus singing and orchestral numbers.

Another pageant of rare beauty was that given by the Y. W. C. A. in the F. F. Prentiss gardens, entitled "Spring-time," and consisting of three episodes—Spring in Greece, in Korea and in England. "Followers of the Gleam," the Christmas pageant produced in all the Y. W. C. A. branches, was equally successful. A number of other pageants indicate a growing use of the pageant as a medium of artistic expression for large groups.

LITERATURE

Authorship in Cleveland was demonstrated to some extent recently when, as part of the city's 125th anniversary celebration, an exhibition of books by Cleveland authors was displayed at the Public Library. Four hundred and seventy names were listed and all fields of writing were found to be represented from free verse to children's readers, though the display was strongest in history and technical literature.

Book Sales.—In gauging the appreciation of literature the reading of books has to be considered. In a year of economic pressure it is not surprising to find the public library making new records for circulation, but it is scarcely the time to expect much buying of books. Yet the booksellers are unanimous in reporting large sales, in many cases sales that far outstripped their rather cautious

expectations. People have undoubtedly been buying books, books in large numbers and good books. The good quality of the buying and reading has been the outstanding feature of the year. The "best seller" of the season, Hutchinson's *If Winter Comes*, is a book of unusual literary merit. With it one bookstore has established a new record of sales of one title. The interest in history roused in many new quarters by Wells has been carried on by Van Loon's engagingly illustrated book. There has been no flagging of interest, in either English or American biography, and poetry and essays have had a local as well as a general appeal in the past year because of the publications of several Cleveland authors.

The spread of good literature should have the logical accompaniment of a decline in the vogue of the bad. It is gratifying therefore to record in this section the greatly diminished sales of the cheap paper-covered novel. "Cleveland is getting educated," one wholesale dealer said. "Where we used to sell a thousand of these books we are fortunate now if we dispose of two or three hundred."

Cheap magazines, the Family Story Paper and the old Fireside Companion, for example, have had their day and passed. Others are following them into oblivion. The Saturday Evening Post and Ladies' Home Journal are probably today's best sellers. The Woman's Home Companion and the Red Book have the next largest sales. Six hundred Atlantics and half as many New Republics sold on the local stands in addition to the regular subscriptions, is not a bad figure for one city.

Children's Books.—The children have fared well too,

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Never at any Christmas has the choice been so wide among beautiful and worthwhile books. Prices have been the only check to those who like to see children enjoy the same stories today in beautiful print and pictures which a generation ago were available only in small type and dingy covers. Children are more likely to do good reading because the libraries and several of the bookstores limit their selection on a rigid quality basis, but even where the bars are down to "series" unlimited, Elsie Dinsmore and several erstwhile favorites are reported to have suffered the chill of neglect. The children's reading rooms, the story contests, the classes for gifted children that have been conducted by the public libraries and schools, are reaping their harvests.

CHAPTER XVI

RELIGION

"Ever since men have believed in their possession of a sacred truth which, if they were faithful to it, would redeem their lives, they have labored to invent some satisfactory way of communicating this priceless possession to the non-believer both of their own and future generations."—HERBERT CROLY.

PROTESTANT CHURCHES

FEDERATED CHURCHES

AS A RESULT of a survey made by the Federated Churches last year, united interdenominational efforts are being made to extend the influence of English speaking Protestant churches among the foreign speaking people and plans are under way to develop a system of religious education which will reach all of the Protestant churches of the city.

RELIGIOUS EDUCATION

Research studies on opportunities and methods for religious instruction are being made by a special committee of the Federated Churches. Plans are under consideration to provide week-day religious instruction in coöperation with the public schools of the city. This is at present untouched by Cleveland churches. The total enrollment of the Protestant Sunday schools of the city is 81,000. This includes many adults. Census reports show 257,000 children in Cleveland between the ages of six and 20.

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CHURCH WORK AMONG THE FOREIGN BORN

The Protestant religion among the foreign born in the city is represented by three groups of churches:

1. Those organized by the foreign people themselves, of which 53 are German, three Dutch, three Slovak, two Hungarian, two Swedish and two Welsh.

2. Those maintained by the denominational mission societies number 35. The nationalities served by these in their own language are German, Czechoslovak, Hungarian, Roumanian, Polish, Italian, Swedish, Norwegian, Welsh, Dutch, Finnish, Slovenian.

3. Community church centers which carry on work chiefly among the children and young people. These are chiefly English speaking churches employing foreign speaking assistant pastors, and are equipped with gymnasiums and other institutional facilities.

The survey conducted by the Comity Committee of the Federated Churches last year shows the need of expansion of mission work in Cleveland's Polish colony. One small mission now serves a community of 60,000. Expansion is also needed among the Ukrainians, Lithuanians, Greeks, and Jugoslavs. The Jugoslavs could be served by the North Presbyterian church, the Church of the Good Shepherd and by the North Congregational church. The attention of the denominations to which these churches belong has been called to the situation.

WORK OF THE DENOMINATIONS IN 1921

Baptist.—Under the Cleveland Baptist Association, a new policy has been inaugurated which has already re-

sulted in a pronounced expansion. A united city plan for all Baptist work, including the foreign speaking and colored churches, has been adopted.

A building for an Italian Baptist church was purchased at 142nd St. and Kinsman Ave. at a cost of \$12,000, and a contract was let for a Roumanian Baptist church building on 95th St. to cost \$18,500.

The employment of a city director of religious education has been authorized. He is expected to develop a program of religious education in each church in addition to the work of the Sunday schools.

Congregational.—The Congregational churches of the county have a total membership exceeding 10,000. The organization of the Parkwood Church at Madison Ave. and Parkwood Rd. in December brings the number of churches up to 40. Some of the outstanding achievements for the year 1921 are: new buildings for Plymouth and Euclid Village churches, the consolidation of Park and Calvary churches into the new Mayflower church at Euclid and Lockwood Ave. and the raising of \$75,000 to complete the equipment of the Mayflower church.

The North church has continued a popular Sunday evening forum; the Pilgrim church is carrying on a Young People's Sunday evening church with moving pictures, the attendance averaging over 1,000.

Disciples.—The first Disciple church for colored people in Cleveland was formed last year. The congregation is worshipping at 45th St. and Cedar Ave. This makes a total of 12 Disciple churches in the city.

Four hundred and sixty new members were received on

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confession of faith in 1921. The total membership is 6,144. Total contributions amounted to \$170,000, of which \$60,000 was for missionary and benevolent work.

A new church building costing \$70,000 was erected by the Highland Church of Christ.

Episcopal.—The 24 Episcopal churches of greater Cleveland in 1921 raised a total budget of \$200,000 and have pledges on hand for 1922 in excess of the total expenditures for 1921. Of the amount raised for 1921, \$135,000 was for local work and \$65,000 for missions and other benevolences.

Six hundred and fifty new communicants were received last year, giving a new growth of 450. The present membership is 11,000.

The Nation-Wide Campaign Fund inaugurated in 1919 as part of a general movement for the strengthening and expansion of the life of the church in equipment, membership, and spiritual power, has made possible an extensive building program for 1922.

Evangelical Association.—The seven churches of the Evangelical Association in Cleveland having a total membership of 2,075 contributed last year for benevolence 30 per cent. more than the total amount used for local expenses. Local expenses amounted to \$32,968 and benevolences to \$43,378.

The benevolence contributions included \$11,000 that met, with a large margin, the churches' quotas for the first year toward a special \$2,500,000 Forward Movement Fund being raised by the denomination through five year pledges.

Evangelical Synod.—The German Evangelical Synod of

Cleveland has 14 churches and 4,000 members. The Cleveland churches have a movement now under way to build a hospital on a site at Pearl and Devonshire Rds. in Brooklyn. The movement is organized under the name of the Deaconess Hospital Society.

Friends.—The Friends' Churches in Cleveland support the Cleveland Bible Institute at E. 33rd and Cedar Ave. which is affiliated with the First Friends' church of the city. Twenty-one different denominations are represented among the students at the Institute.

Lutheran.—There are 57 Lutheran churches in Cleveland having a total membership of 2,700. Most of the churches are in a transitional stage, changing from the use of a foreign language to the use of English, and are holding services in two languages. The foreign language used by the largest number of Lutheran churches is German. Other languages used are Slovak, Hungarian, Swedish, Norwegian and Finnish.

A new building was erected last year by the Trinity Lutheran church of Lakewood at a cost of \$70,000. The Hope Lutheran Church purchased the edifice formerly used by the Park Congregational church at Ashbury Rd. and 112th St. for \$41,000.

Methodist Episcopal.—During the 1921 Easter season the Methodist churches of Cleveland received 4,633 new members from all sources. There was a net increase of 3,573 members during the year. The total amount raised for national benevolences was \$144,911.

Two new charges and one new mission were organized during 1921. The West Side Community House and

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Deaconess' Home will be completed in 1922. A new church auditorium on Detroit Ave. has been completed at a cost of \$110,000 and other building projects, including business blocks, offices and parsonages, are in process of construction.

Presbyterian.—For the 26 Presbyterian churches of Cleveland the total number of new members during the year was 1,815, with a net increase of 478. The present membership of all churches is 11,656.

For local expenses the Presbyterian churches raised \$325,305, and for benevolences \$145,071. This amount represents a per capita gift of \$40.35.

A new church was organized on Kipling Ave. under the name of "The Church of the Saviour." An addition costing \$20,000, to be completed in 1922, was begun by the First Presbyterian church of East Cleveland. A new building costing \$11,000 was erected at Maple Heights.

Reformed in United States.—The effect of after-war conditions upon church life in Europe was directly reflected this past year among the Reformed Churches of Cleveland when the two Hungarian Reformed Churches joined the local synod of Reformed Churches in the United States.

Before the war the Hungarian Reformed Churches were affiliated with the state church of Hungary. In the reconstruction of Hungary following the war this church was discontinued, leaving the churches of America without denominational leadership until they united forces with the English speaking churches of their faith.

United Presbyterian.—A new United Presbyterian church was organized at Cleveland Heights in 1921 and another in

Lakewood, making eight churches of this denomination in Greater Cleveland.

The Lakewood church is composed of Czechoslovakians. Its organization marks the beginning by the United Presbyterian denomination of specialized efforts to reach the foreign speaking people of the city.

CATHOLIC CHURCHES

The death of Bishop John P. Farrelly in Knoxville, Tenn., on February 12, the interment in the crypt beneath the main altar of St. John's Cathedral, and the appointment on May 15 of Bishop Joseph Schrembs of Toledo as his successor were the outstanding events in Catholic circles during 1921.

The installation of Bishop Schrembs was in charge of Archbishop Moeller of Cincinnati. Many dignitaries of the church came to Cleveland for the ceremony. The papal documents announcing the selection of Bishop Schrembs as fifth bishop of the diocese were read by Dr. William A. Scullen, who also made an address of welcome and a pledge of loyalty and coöperation on behalf of himself and fellow priests.

DEATH OF THE POPE

The death of Pope Benedict XV, January 24, 1922, called forth an official letter from Bishop Schrembs to the pastors and people of the diocese of Cleveland.

The bishop directed that a solemn requiem mass be said in every church for the late pontiff and on the ninth day after the pope's death Bishop Schrembs celebrated the

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solemn requiem mass held in St. John's Cathedral. The bishop also delivered an address on this occasion outlining the achievements of the pope's pontificate.

On the morning of the papal election Bishop Schrembs cabled congratulations of himself and his diocese to Pope Pius XI.

PRIESTS GIVEN NEW CHARGES

Rev. Patrick J. O'Connell, pastor of Holy Name Church, was appointed chancellor of the diocese by Bishop Schrembs. He assumed his new duties April 5, 1922. Rev. William A. Scullen, former chancellor, became the new pastor of Holy Name Church.

Other appointments which went into effect April 5, 1922, were: Rev. Louis Redmer, D.D., as pastor of St. Casimir's, Rev. Michael J. Ready as assistant pastor of the church of the Holy Name, Rev. John W. Kegg as assistant pastor of St. Ignatius' church, and Rev. John W. Solinski, former pastor of St. Casimir's, as pastor of St. Barbara's church.

RETREAT

The 1922 retreat was held under the direction of Bishop Schrembs in a reserved section of the Hollenden Hotel from March 6 to March 17, and was attended by 150 priests of the diocese.

WEEK OF PRAYER

By direction of Bishop Schrembs a week of prayer for the reunion of Christendom was held throughout the diocese January 18 to January 25, 1922.

LENT

During Lent a mass was celebrated daily at ten minutes after 12. This was the first time an afternoon mass has ever been celebrated in Cleveland.

NEW ORDERS COME TO THE DIOCESE

On February 5, Benedictine priests took charge of St. Andrew's church, Cleveland, attended by people of Slovak nationality. They came to the diocese at the invitation of Bishop Schrembs. These priests expect to found a high school in Cleveland for Catholic boys under the direction of priests of their community.

The Sisters of St. Francis, exiled from Austria, have come to Cleveland at the invitation of Bishop Schrembs, and are now established at 11025 Euclid Ave. in a large house owned by the diocese. This home, including the chapel, was furnished throughout by members of the Ladies Catholic Benevolent Association, whose members pledged \$1 a year for this purpose.

NEW CHURCHES¹

On February 19, 1922, Bishop Schrembs dedicated the new church of St. Elizabeth at Buckeye Rd. and E. 90th St. The church has been under construction since 1918 and cost approximately \$350,000.

A new parish, to be known as St. Margaret's, and which will include the district around E. 117th St. and Buckeye Rd., was announced February 20, 1922, by Bishop Schrembs. The work of organizing the new parish is in

¹ For plans for new seminary see Chapter X.

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charge of Rev. Ernest Rickert recently transferred from the Toledo diocese.

A parish to minister to Catholics of the negro race was established by Bishop Schrembs in April, 1922. The work of organizing and ministering to the new parish was assigned to Rev. Thomas E. McKenney, who volunteered for this work.

CHURCHES OF THE GREEK RITE

Churches composed of recent immigrants have met with difficulty in filling their 1921-1922 budgets because of the prevailing unemployment among their members. The Rusin Church of the Holy Ghost is an exception. Its indebtedness has been cleared off during the year and all its various enterprises are in excellent financial condition. The Roumanian Church of the Holy Trinity has also had a successful year. The church edifice has been improved by the erection of an excellent iconostasis.

Two lawsuits between the Greek Catholic and the Russian Orthodox organizations involve the Lakewood parish of Sts. Peter and Paul, and the parish of St. John the Baptist, on Scovill Ave. These churches were organized as Greek Catholic parishes, later changing their allegiance to the Russian Orthodox faith. This placed the title to the church property in dispute. In the Lakewood case the Greek Catholic claim won in both courts, and a financial adjustment is now being made. In the case of the Scovill Ave. church, the lower court gave a verdict for the orthodox claimants, the higher court reversed it, and the case is now before the state Supreme Court.

The one event of general interest during the year was the visit of Bishop Nikolai Velimirovich, the well-known Serbian ecclesiastic, who came to America to express to the American people the thanks of the Jugoslav government and people for their contributions to the Serbian Child Welfare organization. He spoke throughout the country to American audiences; and in Cleveland officiated also in the Serbian church—the first and only time a Serbian bishop has officiated in an American Serbian church. His visit was further signalized by a service in Trinity Cathedral in which all the orthodox congregations of the city took part. The Serbian, Greek, Russian and Roumanian flags were carried in the procession, their clergy took part in the service and their national anthems were sung. Archbishop Alexander of the Russian church came from New York for the occasion, Bishop Leonard made an address of welcome and Bishop Nikolai preached. A spirit of hospitality and fraternity was shown in the reservation of the seats in the main body of the cathedral for the visiting congregations, and the service was not only an exhibition of Christian fraternity but also of a democratic ideal.

JEWISH CONGREGATIONS

Marked expansion characterized the activities of Cleveland's Jewish organizations during 1921. Many important congregational enterprises have been inaugurated and successfully developed.

The dedication of the Community Center section of the new Jewish group at E. 105th St. and Grantwood Ave., and

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of the new synagogues of the Ohave Emunoh congregation at Cedar Ave. and E. 71st St., and the Neveh Zedek congregation at Union Ave. and E. 119th St., took place within the year and the cornerstones of the Jewish Center Synagogue and of the Oheb Zedek Synagogue were laid. The latter house of worship is being erected at Parkwood Dr. and Morison Ave. The synagogue of the Anshe Emeth Beth Tefilo congregation, which is establishing the Jewish Center group, is nearing completion.

The Temple congregation, now worshipping in the structure at Central Ave. and E. 55th St., is proceeding with the plans for its new structure about to be erected at Ansel Rd. and E. 105th St.

The Euclid Avenue Temple congregation received reports at its 76th annual meeting, held November 22, showing the need for a community center building to care for its many activities. New Year's and Day of Atonement services of the congregation were held at the new Masonic Hall and the Junior congregation worshipped in the Euclid Avenue Temple at Euclid Ave. and E. 82d St.

The new Orthodox Old Home on Lakeview Rd. was dedicated September 25 with appropriate ceremonies. The structure is equipped to care for 120 aged people. It was erected at a cost of \$300,000. The new main building of the Cleveland Hebrew School and Institute on E. 105th St. was dedicated March 27, 1921, and the opening of the new Cedar Avenue branch of the same institution took place in August. The Adath Jeshurun congregation established for Jewish residents in the Euclid Beach Park districts has also opened a Talmud Torah.

THE ZIONIST CONVENTION

An event of the year which drew world-wide attention to Cleveland was the American Zionist convention which opened in this city June 5. The gathering was marked by the debate on the question of the Keren Hayesod, which finally resulted in the adoption of a resolution upholding the World Zionist administration headed by Dr. Chaim Weizmann and by the withdrawal of President Julian W. Mack and his supporters from leadership in the American Zionist organization. A welcome to Dr. Weizmann and Professor Albert Einstein was extended by the city when the Zionist Commission toured the country earlier in the year in behalf of the Zionist cause. Dr. Einstein and Dr. Weizmann were received in the Council Chamber, and later addressed meetings at the B'nai B'rith and Masonic Hall. Another Zionist event of the year was the reception Sunday, January 9, at the Masonic Hall, in honor of Dr. Nahum Sokolow, chairman of the Executive Council of the World Zionist Organization.

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